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99TH CONGRESS *2d Session* } SENATE { REPORT 99–423

DEPARTMENT OF TRANSPORTATION AND RELATED AGENCIES APPROPRIATION BILL, 1987

AUGUST 19, 1986.—Ordered to be printed

Filed under authority of the order of the Senate of January 3, 1985

Mr. ANDREWS, from the Committee on Appropriations, submitted the following

REPORT

together with

ADDITIONAL VIEWS

[To accompany H.R. 5205]

The Committee on Appropriations, to which was referred the bill (H.R. 5205) making appropriations for the Department of Transportation and related agencies for the fiscal year ending September 30, 1987, and for other purposes, reports to the Senate with various amendments, and presents herewith information relative to the changes recommended.

AMOUNTS OF NEW BUDGET (OBLIGATIONAL AUTHORITY) FOR FISCAL YEAR 1987

Amount of bill passed by the House	$10,284,900,569
Amount of bill as reported to Senate	10,197,746,569
Amount of budget estimates, 1987	7,014,514,569
Fiscal year 1986, enacted	10,146,976,569

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Summary of Major Recommendations

The major items contained in the bill include:

1. A program level of $1,830,000,000 for the operating expenses of the Coast Guard, a program level increase of $88,000,000 from last year;
2. The appropriation of $251,700,000 for the capital acquisition, construction, and improvement programs of the Coast Guard;
3. A total of $2,769,300,000 for operations of the Federal Aviation Administration, including controllers, inspectors, and maintenance personnel;
4. An appropriation of $772,684,000 for facilities and equipment of the Federal Aviation Administration;
5. A limitation on airport grants of $1,000,000,000;
6. A Federal-aid highway obligation ceiling of $13,000,000,000;
7. An appropriation of $2,000,000,000 for the Mass Transit Formula Grant Program with a 5-percent reduction in operating subsidies;
8. New appropriations for Amtrak of $591,000,000;
9. Funding for the Motor Carrier Safety Grant Program of $20,000,000; and
10. A minimum level of $373,000,000 for Coast Guard drug interdiction.

Total Obligational Authority Provided—General Funds and Trust Funds

In addition to the appropriation of $10,197,746,569 in new budget authority for fiscal year 1987, large amounts of contract authority are provided by law, the obligation limits for which are contained in the annual appropriations bill. The principal items in this category are the trust funded programs for Federal-aid highways, for the Mass Transit Capital Fund, and for airport development grants. For fiscal year 1987, estimated obligations limitations total $15,279,960,000.

Program, Project, and Activity Applicability

The Committee concurs with the identification of program, project, and activity levels contained in the House report to accompany H.R. 5205 (Rept. 99–696), for purposes of Public Law 99–177, the Balanced Budget and Emergency Deficit Control Act of 1985.

TITLE I—DEPARTMENT OF TRANSPORTATION

OFFICE OF THE SECRETARY

SALARIES AND EXPENSES

Appropriations, 1986	$49,094,000
Budget estimate, 1987	[1] 51,540,000
House allowance	49,094,000
Committee recommendation	51,000,000

[1] Excluding $5,000,000 for transportation planning, research, and development activities.

Establishment of the Office of the Secretary of Transportation is specifically provided for in section 3 of the Department of Transportation Act of October 15, 1966 (Public Law 89–670). The Office of the Secretary is composed of her immediate office, the Office of the General Counsel, and five assistant secretarial offices for policy and international affairs, budget and programs, governmental affairs, administration, and public affairs respectively. These secretarial offices have staff responsibilities consisting of policy development and central supervisory and coordinating functions necessary for the overall planning and direction of the Department of Transportation, including staff assistance and general management supervision of the counterpart offices in the operating administrations of the Department. A Minority Business Resource Center is operated to assist minority business firms in securing contracts on federally assisted transportation projects. In addition, certain former Civil Aeronautics Board functions transferred to the Department of Transportation are funded here and in the "Payments to air carriers" appropriation. The salaries, administrative expenses, and associated housekeeping costs for these above functions are included in the budget request for the Office of the Secretary.

The Committee recommends $51,000,000 for the salaries and expenses of the Office of the Secretary of Transportation. This is $1,906,000 more than the House allowance and $540,000 less than the budget request. The Committee has deleted bill language establishing separate appropriations by office, and suggests the following distribution:

Office	Budget request	House allowance	Committee recommendations
Immediate Office of the Secretary	$950,000	$938,000	$950,000
(Positions)	(14)	(14)	(14)
Immediate Office of the Deputy Secretary	$475,000	$469,000	$470,000
(Positions)	(10)	(10)	(10)
General Counsel	$5,380,000	$5,300,000	$5,300,000
(Positions)	(115)	(115)	(115)
Policy and International Affairs	$7,550,000	$7,465,000	$7,462,000
(Positions)	(156)	(156)	(156)
Budget and Programs	$2,110,000	$2,096,000	$2,090,000
(Positions)	(42)	(42)	(42)
Governmental Affairs	$2,475,000	$2,475,000	$2,475,000
(Positions)	(54)	(54)	(54)
Administration	$22,650,000	$20,030,000	$21,930,000
(Positions)	(173)	(173)	(173)
Public Affairs	$1,400,000	$1,400,000	$1,400,000
(Positions)	(30)	(30)	(30)
Executive Secretariat	$755,000	$746,000	$750,000
(Positions)	(23)	(23)	(23)
Contract Appeals Board	$390,000	$390,000	$390,000
(Positions)	(5)	(5)	(5)
Office of Civil Rights	$1,260,000	$1,260,000	$1,260,000
(Positions)	(24)	(24)	(24)
Office of Commercial Space Transportation	$575,000	$478,000	$478,000
(Positions)	(9)	(9)	(9)
Office of Small and Disadvantaged Business Utilization	$4,370,000	$3,732,000	$3,730,000
(Positions)	(14)	(14)	(14)
Office of Essential Air Service	$630,000	$1,750,000	$1,750,000
(Positions)		(34)	(34)
Regional representatives	$570,000	$565,000	$565,000
(Positions)	(12)	(12)	(12)
Total	$51,540,000	$49,094,000	$51,000,000
(Positions)	(681)	(715)	(715)

The Committee recommends an additional $1,500,000 over the House level to partially cover increased space rental costs.

The Committee also provides the requested $400,000 to improve the international tariff filing system. The Department currently utilizes a manual system to fulfill its statutory and regulatory responsibilities regarding international tariff filings. The budget request for these additional funds is based in part on lessening the cost to the industry and consumers of manual tariff filings. The funds provided are to be available only for design and development of a system using software and mainframe equipment currently available within the Transportation Computer Center. The Committees on Appropriations are to be informed regularly about the stages of development of this system, and to be provided with any revised cost estimates for system implementation at variance with testimony to the Committees. The Committee also expects that future budgets will reflect an annual cost savings of $500,000, the current cost of the manual processing system.

ESSENTIAL AIR SERVICE

The Committee provides $1,750,000 and 34 positions over the budget request for the Essential Air Service Office. Related support for the Essential Air Service Program by other offices is to be absorbed within the proposed allocations. The Secretary is directed to reflect the impact of the pending Big Sky Airlines compensatory claims in any future subsidy orders for those communities whose essential air service subsidies were uniquely distorted because of a severe economic downturn and unanticipated passenger decreases during the period 1981–82.

GENERAL PROVISIONS

Title III of the House bill and the Committee recommendations includes certain provisions not specifically associated with one budget account. These are discussed below:

SEC. 315. Advisory committees.—The Committee recommends a $750,000 cap on Department of Transportation advisory committees. This is $25,000 more than the House allowance.

SEC. 314.—The Committee includes a provision limiting noncareer appointees in the Department of Transportation. Compliance with this provision should be complete by September 30, 1987, and shall not cover Coast Guard commissioned officers or the Assistant Secretary for Administration.

SEC. 330 and 331.—The Committee recommends deletion of the provisions relating to South Africa sanctions. The Senate will be considering these matters as part of separate legislation.

SEC. 324. The Committee recommends a provision specifying that funds appropriated in this or previous acts for research are available as designated in the accompanying reports.

COORDINATION OF TRANSPORTATION FUNDING

The Committee is concerned that there is a lack of coordination among the several Federal agencies which provide transportation funding to the State and local governments and to the recipients of the various Federal programs. In addition to the Department of Transportation, other Federal agencies including the Veterans Administration, the agencies of Labor, Health and Human Services, and the Department of Education spend over $900,000,000 annually in providing transportation services to the elderly, school age children, the handicapped, and various categories of disadvantaged individuals.

A few States, such as Florida, have established coordinating councils on transportation to designate a single transportation provider in a given area that would serve all the recipients of Federal transportation services. This process reduces duplication and promotes the efficient use of transportation dollars. It is done, however, by only a few States and at the initiative of local governments without Federal leadership or direction. The Committee, therefore, directs the Department of Transportation to form a task force with other Federal agencies to explore what

role the Federal Government should play to provide for the efficient use of Federal transportation dollars.

In requiring this task force, the Committee does not intend to establish new layers of bureaucracy at either the Federal or State level. The Committee notes that planning funds are currently available to the States for improved transportation management. In this regard, the Department is directed to report to the Senate and House Committees on Appropriations within 90 days of the enactment of this bill into law on the steps that can be taken to promote the more efficient use of Federal transportation dollars at the local level.

TRANSPORTATION PLANNING, RESEARCH, AND DEVELOPMENT

Appropriations, 1986	$3,349,000
Budget estimate, 1987	[1] 5,000,000
House allowance	3,349,000
Committee recommendation	3,349,000
By transfer	(1,300,000)

[1] Budget proposed consolidation of this account with Salaries and Expenses.

The Office of the Secretary performs those research activities and studies which can more effectively or appropriately be conducted centrally than in the operating administrations. This research effort is concerned with planning, analysis, and information development needed to support the Secretary in the formulation of national transportation policies. The program is carried out primarily through contracts with other Federal agencies, educational institutions, nonprofit research organizations, and private firms, and is included in the budget request for the Office of the Secretary. The University Research Program, transferred back to the Office of the Secretary in fiscal year 1985, provides assistance to colleges, universities, and their students to conduct research in the field of transportation. Special emphasis is placed on assisting historically black colleges and universities in taking part in transportation research and aiding minority students in preparing for careers in transportation.

The Committee recommends $4,649,000 including transfers for transportation planning, research, and development, which is $351,000 less than the budget request and $1,300,000 more than the House allowance.

The Committee recommends bill language making available $1,300,000 of unobligated balances from Office of the Secretary, salaries and expenses. These funds, and two positions, are available to support necessary research relating to commercialization of space. The budget requested $1,700,000 for this purpose.

Of the amount provided $250,000 is available to fund the studies included by the House in section 319 of the bill. In addition, the Committee provides $750,000 and proposes a new subsection directing the Secretary to provide a study on air service for communities most severely affected by airline deregulation. The Committee is well aware of administration opposition to essential air service subsidies. However, as Congress approaches the end of the current section 419 subsidy

authorization, the Committee desires to have an objective identification of the smallest and most remote areas which risk transportation dislocation without some form of small community air service support and an array of options to meet those communities' needs. The Committee feels that several possibilities should be assessed in conducting the study required by section 319, including, but not limited to: aviation trust fund-supported subsidies; establishment of a revolving fund which could be maintained by joint Federal and local contributions; and the impact of continuing the current program in some form. In conducting the study, the Department is to consult with aeronautical representatives from States and/or communities currently subsidized, including those in North Dakota, South Dakota, Alaska, and Minnesota.

Limitation on Working Capital Fund

Limitation, 1986	($64,500,000)
Budget estimate, 1987	(69,640,000)
House allowance	(64,500,000)
Committee recommendation	(66,500,000)

Funds are drawn from appropriations contained elsewhere in this bill and used to finance central operations such as publishing and graphics, support activities, library services and computer systems. These common services are funded in this manner to promote economy and efficiency.

The bill includes a limitation on the working capital fund of $66,500,000, which is $3,140,000 less than the budget request and $2,000,000 more than the House allowance. The additional funds over the House allowance are provided to cover increased GSA rates, which will be obligated regardless of funding source.

Payments to Air Carriers

Appropriations, 1986	$26,796,000
Budget estimate, 1987	.....
House allowance	[1] 21,000,000
Committee recommendation	30,000,000

[1] Excludes $2,000,000 transfer into NHTSA "Operations and research."

The Secretary of Transportation, through powers of delegation and review, now administers the Section 419 Subsidy Program, which was created as part of the Airline Deregulation Act of 1978. Subsidy under this program is paid to airlines, primarily commuter carriers.

The Committee recommends $30,000,000 for fiscal year 1987 payments to air carriers, which is $9,000,000 more than the House allowance. There was no budget request for this appropriation.

The Committee continues to feel that this program represents a vital component of small community mobility, and is an integral follow-on to aviation deregulation. The Committee finds the administration's request to abolish the program before its current 1988 statutory deadline indefensible. Further, the Committee requires objective analyses beyond that provided to date in testimony on the specific impact of essential air service in the most remote, and, therefore, dependent communities. The

Committee has added bill language in section 319 requiring the Secretary to conduct an analysis of this issue.

COAST GUARD

Summary of Fiscal Year 1987 Program

The U.S. Coast Guard, as it is known today, was established on January 28, 1915, through the merger of the Revenue Cutter Service and the Lifesaving Service. This was followed by transfers to the Coast Guard of the U.S. Lighthouse Service in 1939 and the Bureau of Marine Inspection and Navigation in 1942. The Coast Guard has as its primary responsibilities the enforcement of all applicable Federal laws on the high seas and waters subject to the jurisdiction of the United States, safety of life and property at sea; aiding navigation; and maintaining a state of readiness to function as a specialized service in the Navy in time of war (14 U.S.C. 1, 2).

The Committee recommends a total program level of $2,562,700,000 for the activities of the Coast Guard in fiscal year 1987. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1986 level	Budget request	House allowance	Committee recommendations
Operating expenses	[1] 1,742,294	1,862,800	1,849,800	1,830,000
Acquisition, construction, and improvements	[2] 218,806	77,100	101,850	251,700
Alteration of bridges	4,976			
Retired pay	[3] 339,489	364,000	364,000	364,000
Reserve training	58,857	65,200	[4] 63,857	65,000
Research, development, test, and evaluation	[5] 17,847	20,500	20,100	20,000
Boat safety	[6] 28,710	[6] 15,000	[6] 15,000	[6] 30,000
Other Coast Guard activities	1,914	2,000	2,000	2,000
Total	2,412,893	2,406,600	2,416,607	2,562,700

[1] Includes $20,400,000 in transfers; $15,000,000 in fiscal year 1985 carryover funds; and $100,000,000 appropriated in the fiscal year 1986 Defense Appropriations Act.
[2] Includes $21,250,000 transferred from the fiscal year 1986 Coastal Defense Augmentation Fund; and reflects transfer of $10,400,000 to operating expenses.
[3] Reflects $2,000,000 transferred to FAA operations.
[4] Includes $5,000,000 derived by transfer from "Alteration of bridges" and "Pollution fund."
[5] Reflects $2,250,000 transferred to FAA operations.
[6] Limitation on obligations.

Operating Expenses

Appropriations, 1986	$1,606,894,000
(By transfer)	(20,400,000)
Budget estimate, 1987	1,862,800,000
House allowance	1,849,800,000
Committee recommendation	1,830,000,000

Through the "Operating expenses" appropriation, the Coast Guard employs multipurpose vessels, aircraft, and shore units, strategically located along the coasts and inland waterways of the United States and in selected areas overseas.

The activities of this appropriation fall into the following categories:

Search and rescue.—The Coast Guard maintains a nationwide system of boats, aircraft, cutters, and rescue coordination centers on 24-hour alert.

Aids to navigation.—A network of manned and unmanned aids to navigation is maintained along our coasts and on our inland waterways, and loran stations are operated in the United States and abroad to serve the needs of the armed services and marine and air commerce.

Marine safety.—The Coast Guard insures compliance with Federal statutes and regulations pertaining to the merchant marine industry, operates a Boat Safety Standards Program, and is responsible for the safety and security of U.S. ports and waterways.

Marine environmental protection.—Under various laws, international agreements, and conventions, the Coast Guard is charged with the prevention of damage to the marine environment.

Enforcement of laws and treaties.—Cutters and aircraft conduct patrols to enforce international agreements and Federal laws on the high seas and waters over which the United States exercises jurisdiction concerning fisheries, drug smuggling, illegal immigration, hijacking/theft of vessels and other unlawful activities.

Ice operations.—Polar ice operations are performed by icebreakers or ice-strengthened cutters in support of Coast Guard programs, and the requirements of other agencies on a partially reimbursable basis. Domestic ice operations are performed on navigable waters of the United States. Also included are certain marine science activities.

Military readiness.—The Coast Guard operates as a service in the Navy in time of war or national emergency at the direction of the President. During peacetime, an effective state of military preparedness is maintained.

Headquarters administration.—The headquarters administration activity provides funding for administrative services at the headquarters location of the Coast Guard, including executive direction; budget planning and policy; command, control, communications, and operations; financial management; legal; engineering; civil rights; and personnel and health services for the Coast Guard.

For Coast Guard operating expenses the bill provides $1,830,000,000, including $15,000,000 from the "Boat safety" account. This amount is $19,800,000 less than the House allowance and $32,800,000, or less than

2 percent, below the budget request. This amount is $88,000,000 higher than the program level provided in fiscal year 1986, including supplemental appropriations.

The Committee has reviewed the Coast Guard's fuel costs for fiscal years 1985–87, and has analyzed those amounts relative to both the Defense Logistics Agency refined product purchase experience, as well as the Congressional Budget Office's fuel price index which reflects inflation as well as barrel costs. The Committee has correspondingly reduced the operations request based on the conclusion that fuel savings are indeed inevitable in fiscal year 1987, even with expected cutter and aircraft activity levels.

DRUG INTERDICTION

The Committee has again included bill language setting a minimum drug enforcement level. The provision requires a minimum drug enforcement activity level of $372,983,000, an increase of almost $45,000,000 over the level set in last year's appropriation. This provision attempts to respond to the phenomenal crisis of illegal drugs, and the impact to our society. The Committee remains frustrated, however, in an apparent lack of national coordination and specific Coast Guard strategies and goals in this area. The Committee received testimony that there have been no studies since 1982 of the necessary marijuana interdiction level to deter smuggling. In addition, the testimony continues, there is no such study for necessary seizure levels of cocaine and other drugs. Finally the Coast Guard speculates that resources needed to seize 75 percent of marijuana (the last available interdiction deterrence statistic) "is probably more than the U.S. budget can accommodate. * * * Interdiction, by itself, cannot do it." The Committee directs the Secretary to report on interdiction resources relative to other Federal efforts such as source country eradication, more rigid judicial treatment, and drug abuse education programs to allow better measurement of Coast Guard program effectiveness.

The Committee notes the increasing priority the Secretary has placed on the important drug interdiction mission of the Coast Guard and the importance the Secretary has placed on the deliberations of the Drug Enforcement Policy Board chaired by the Attorney General. The Committee is aware of the current debate within the Drug Enforcement Policy Board regarding the appropriate assignment of the marine air drug interdiction mission. The Coast Guard, as the Nation's primary maritime law enforcement agency with decades of experience in maritime search, seems the ideal agency to assume a leading role in this responsibility area. To assist the Coast Guard in this mission, the Coast Guard has an inventory of aircraft and helicopters; a full-time command and control network to facilitate interagency coordination where necessary; bases and airfields, and career aviation specialists; a comprehensive, logistical and maintenance infrastructure; its own training program and a round-the-clock readiness posture. The Committee, therefore, urges the Secretary and the Commandant of the Coast Guard to play an ag-

gressive role in the Drug Enforcement Policy Board forum to assure that the Coast Guard is assigned responsibilities appropriate to its relative capabilities and traditional mission assignments.

The Committee is pleased with the leadership provided by the Coast Guard under the aegis of the Vice President and NNBIS in conducting several multiagency/multination special drug interdiction operations over the past year. The Committee directs the Coast Guard to actively pursue the initiation of additional such missions during fiscal year 1987.

The special cooperative efforts of the Bahamian Government in these operations are noted by the Committee. These joint operations have highlighted the need for additional force commitments in the southeastern area of the Bahamas where major gaps in our interdiction capabilities exist. A joint Coast Guard/Royal Bahamian defense force could greatly stem the flow of drugs transported through the Bahamas.

In this regard, the Committee directs the Coast Guard and other appropriate Federal agencies to work with the Bahamian Minister of National Security, the Royal Bahamian Defense Forces and the Royal Bahamian Police to assess the establishment of a joint marine base with appropriate air and communications equipment support. The Committee requests that this assessment be submitted to the Senate and House Committees on Appropriations within 90 days of enactment into law of this bill.

COAST GUARD PROCUREMENT PROCESS

In hearings since 1982 and in last year's Senate report, the Committee has expressed concern with deficiencies in the Coast Guard's procurement process. These deficiencies were documented in reports last year issued by the General Accounting Office, the Department of Transportation's inspector general, and the Logistics Management Institute. The Committee is pleased that the Coast Guard has established a new Office of Acquisition that reports directly to the Commandant of the Coast Guard and is taking other recommended steps to remedy these deficiencies.

While it is too early to assess the effectiveness of these reforms, the Committee is disappointed to learn that no funding has been requested for training of the personnel in the Office of Acquisition. This lack of funding is inconsistent with the findings of the several recent studies on Coast Guard procurement that have all noted the inadequate skill mix, the unusually high turnover rate, and the depressed grade structure within the procurement operation. These studies have all stressed the need for a continuing training program for the procurement staff. The Committee has, therefore, include $200,000 within the amounts made available to be used exclusively for training of staff within the Office of Acquisition. The Committee intends to continue to monitor the progress made in improving the Coast Guard procurement process.

The Coast Guard is also encouraged to explore the availability of materiel from other Federal departments and agencies to meet mission performance requirements.

FAMILY SUPPORT

The Committee remains extremely supportive of the Coast Guard's efforts to address systematically the problems of child abuse and family violence within service families. The Committee was distressed to learn that the recent Gramm-Rudman-Hollings reductions resulted in a significant adverse impact on support for this programmatic initiative and directs that higher priority and greater resources be given to this program during this fiscal year. The Committee is also concerned that the Coast Guard's eight current child care centers are in some cases substandard and also are clearly insufficient in number to provide the extent of care needed. The Committee directs that sufficient resources be allocated for these intiatives and further that a comprehensive report be developed, including budgetary requirements, and submitted to the Committee by March 1, 1987, on both of these programs.

ACQUISITION, CONSTRUCTION, AND IMPROVEMENTS

Appropriations, 1986	$207,956,000
(By transfer)	(21,250,000)
Budget estimate, 1987	77,100,000
House allowance	101,850,000
Committee recommendation	251,700,000

This appropriation provides for the major acquisition, construction, and improvement of vessels, aircraft, shore units, and aids to navigation operated and maintained by the Coast Guard. Currently, the Coast Guard has in operation approximately 250 cutters, ranging in size from 65-foot tugs to 399-foot polar icebreakers, more than 2,000 boats, more than 175 helicopters and fixed-wing aircraft, approximately 600 stations, centers, and other shore units, some 45,000 navigational aids, and more than 35 radio navigational stations.

For acquisition, construction, and improvements, the bill includes $251,700,000, which is $149,850,000 more than the House allowance and $174,600,000 more than the budget request.

The House allowance assumes that $69,750,000 will be available from the Coastal Defense Augmentation Fund, and that $32,500,000 will be available in fiscal year 1987 from prior year acquisition, construction, and improvements projects which have been delayed or canceled. The Committee does not assume availability of Coastal Defense Augmentation Funds, since no transfer has been made for this purpose. The Committee recommends rescission of $32,500,000 in unobligated balances for delayed capital projects.

The following summarizes the programmatic recommendations:

	House program level allowance	Committee recommendations
Vessels	$144,900,000	$155,000,000
Aircraft	5,600,000	8,500,000
Command, control, and communications	1,200,000	5,500,000
Shore facilities	27,000,000	57,300,000
Aids to navigation	3,400,000	3,400,000
Administration	22,000,000	22,000,000
Total	204,100,000	251,700,000
Military positions	(297)	(297)
Civilian positions	(224)	(224)

Vessels.—The Committee recommends $155,000,000 for vessels, including the same allowance as the House for the Midlife Maintenance Program for 210 foot cutters, the fleet renovation for 378 foot cutters, the 270 foot cutter procurement, as well as vessel survey and design. In addition, the Committee recommends $6,000,000 for the river tender replacement, $2,100,000 for upgrades to the polar class icebreaker, and $2,000,000 for port security units.

Aircraft.—The Committee recommends $8,500,000, of which $5,600,000 is for short-range recovery [SRR] helicopter spares, and $2,900,000 is available for sensor improvements for the HU–25A jets.

Command, control, and communications.—The Committee recommends $5,500,000, comprised of the information resources management system ($900,000); secure communications ($1,600,000); standard terminals for vessels ($2,700,000); and survey and design ($300,000).

Shore facilities.—The Committee recommends $57,300,000 for shore facilities. This is the amount requested in the May 15, 1986, letter to the Committee, setting out the revised fiscal year 1987 spending plan. The Committee expects any significant deviations from that project list to be handled through the usual reprogramming process. The Committee concurs with the House report requiring set aside of sufficient funds for the Newport, OR, air station.

Aids to navigation.—The Committee recommends $3,400,000 for lighthouse modernization and waterways aids to navigation, as in the House allowance.

The Committee also concurs in the House allowance of $22,000,000 for administrative costs, assuming current personnel levels of 297 military and 224 civilian positions.

The bill contains language from past years requiring written warranties for major systems acquisitions. The Committee is greatly concerned about the Department's delay in promulgating these implementing regulations, and expects this project to be concluded as soon as possible. The Committee is displeased that despite the Commandant's testimony that the proposed warranty regulation was due to be published in the Federal Register in June 1986 that this regulation has not yet been finalized. In the meantime, the Committee notes the Commandant's assurances that warranties actually are in place at least for the following programs: Fleet rehabilitation and modernization

[FRAM]; mid-life maintenance; C–130 aircraft; and other defense-procured equipment.

AEROSTAT PROCUREMENT

The Committee was informed during the April 1986 hearings that the head-to-head competition for aerostat procurement was on schedule and the completion of this phase of the procurement was expected by September 1, 1986. The Committee has been disappointed to learn that there has been a 6-month delay in the initiation of the flyoff which had originally been scheduled to begin in March 1986. The potential of aerostats in drug interdiction operations has been well demonstrated. The Committee, therefore, directs that monthly reports be submitted to the Senate and House Committees on Appropriations on progress being made on the aerostat procurement funded by this Committee.

ALTERATION OF BRIDGES

Appropriations, 1986	$4,976,000
Budget estimate, 1987	
House allowance	
Committee recommendation	

The "Alteration of bridges" appropriation provides funds for the Coast Guard's share of the cost of altering or removing bridges obstructive to navigation. Under the provisions of the Truman-Hobbs Act of June 21, 1940, as amended, (33 U.S.C. 511 et seq.) the Coast Guard, as the Federal Government's agent, is required to share with owners the cost of altering railroad and publicly owned highway bridges which obstruct the free movement of navigation on navigable waters of the United States in accordance with the formula established in 33 United States Code 516.

The Committee does not recommend a new appropriation for these activities, as there are sufficient funds available from prior years. The Coast Guard is directed to expedite alterations on the Willamette River bridge.

RETIRED PAY

Appropriations, 1986	$341,489,000
Budget estimate, 1987	364,000,000
House allowance	364,000,000
Committee recommendation	364,000,000

The "Retired pay" appropriation provides for retired pay of military personnel of the Coast Guard and Coast Guard Reserve, members of the former Lighthouse Service, and for annuities payable to beneficiaries of retired military personnel under the retired serviceman's family protection plan (10 U.S.C. 1431–1446) and survivor benefit plan (10 U.S.C. 1447–1455), and for medical care of retired personnel and their dependents under the Dependents Medical Care Act. The average number of personnel on the retired rolls is estimated to be 24,673 in fiscal year 1987, as compared with an estimated 24,312 in fiscal year 1986 and 23,755 in fiscal year 1985.

The bill includes $364,000,000 for retired pay, which is the same as the House allowance and the budget request.

Reserve Training

Appropriations, 1986	$58,857,000
Budget estimate, 1987	65,200,000
House allowance	58,857,000
(By transfer)	(5,000,000)
Committee recommendation	65,000,000

The Coast Guard Reserve was established by Act of Congress in February 1941, to provide qualified individuals and trained units for active duty in time of war or national emergency. This objective is now being accomplished through formal training and augmentation of regular forces in the performance of peacetime missions during domestic emergencies and during routine and peak operations. The program activities fall into the following categories.

Initial training.—This activity consists of initial training for three categories of non-prior-service trainees.

Continuing training.—This activity includes the training of officer and enlisted personnel through the performance of drills and annual active duty training.

Operation and maintenance of training facilities.—This activity consists of the day-to-day operation and maintenance of Reserve training facilities, including organized Reserve training units.

Administration.—This activity provides all administrative functions required in the operation of the Reserve Forces Program.

The bill includes $65,000,000 for reserve training, which is $1,143,000 less than the House allowance, including transfers. The recommendation is $200,000 less than the budget request, and will support a selected reserve of 13,000, as requested. The Committee recommends deletion of the House transfers from the bridge account and the pollution fund.

Research, Development, Test, and Evaluation

Appropriations, 1986	$20,097,000
Budget estimate, 1987	20,500,000
House allowance	20,100,000
Committee recommendation	20,000,000

The Coast Guard's Research and Development Program seeks to maintain and expand the technological base in areas crucial to the successful execution of the Coast Guard's operational and regulatory missions. This appropriation will allow the Coast Guard to continue its research and development in the areas of search and rescue, commercial vessel safety, marine environmental protection, aids to navigation, and advanced-technology vessels. Increased emphasis will be devoted to enforcement of laws and treaties.

The bill includes $20,000,000 for research, development, test, and evaluation, which is $500,000 less than the budget request and $100,000 less than the House allowance.

The Committee recommendation for funding distribution is as follows:

Program	Fiscal year 1986 adjusted appropriation	Fiscal year 1987 budget estimate	House allowance	Committee recommendation
Search and rescue	$622,000	$800,000	$600,000	$700,000
Aids to navigation	1,627,000	1,700,000	1,700,000	1,700,000
Marine safety	1,340,000	1,200,000	1,200,000	1,400,000
Marine environmental protection	1,196,000	600,000	600,000	600,000
Enforcement of laws and treaties	1,053,000	1,200,000	1,000,000	1,200,000
Buoy tender replacement		500,000	500,000	500,000
Patrol boat replacement	2,488,000	500,000	500,000	500,000
Advanced marine vehicles	1,244,000	1,000,000	1,000,000	1,000,000
Other multimission	1,914,000	2,800,000	2,700,000	2,000,000
RDT&E support and operations		2,500,000	2,400,000	2,400,000
Administration	8,613,000	7,900,000	7,900,000	8,000,000
Total	20,097,000	20,500,000	20,100,000	20,000,000
Military positions	(79)	(79)	(79)	(79)
Civilian positions	(104)	(104)	(104)	(104)

Offshore Oil Pollution Compensation Fund

Appropriations, 1986	$957,000
Budget estimate, 1987	1,000,000
House allowance	1,000,000
Committee recommendation	1,000,000

Title III of the Outer Continental Shelf Lands Act Amendments of 1978 provides for an Oil Pollution Compensation Fund to pay compensation for damages, including cleanup resulting from oil spills as a result of loading, offloading, or transit activities taking place on the Outer Continental Shelf. Receipts are generated from a fee on Outer Continental Shelf oil.

The bill includes $1,000,000, together with the requested authority to borrow from the Secretary of the Treasury and to limit total fund obligations to $60,000,000 in fiscal year 1987.

Deepwater Port Liability Fund

Appropriations, 1986	$957,000
Budget estimate, 1987	1,000,000
House allowance	1,000,000
Committee recommendation	1,000,000

The Deepwater Port Liability Fund was established to provide a system for determination and settlement, without fault, of claims for all cleanup costs and damages incurred, but not otherwise compensated, as a result of discharges of oil into the marine environment from deepwater port activities. (33 U.S.C. 1517(f)).

The Committee recommends an appropriation for the continued operation of the Deepwater Port Liability Fund, under which the Coast Guard expects obligations to reach $1,000,000. The Committee believes that this amount, together with the unobligated balance from prior year appropriations, should provide sufficient obligational authority for fiscal year 1987. The bill also includes the language requested to permit bor-

rowing from the Secretary of the Treasury and to limit total fund obligations to $50,000,000 in fiscal year 1987.

Boat Safety

(Liquidation of Contract Authorization—Trust Fund)

Appropriations, 1986	($30,000,000)
Budget estimate, 1987	(15,000,000)
House allowance	(15,000,000)
Committee recommendation	(30,000,000)

This account provides financial assistance for a coordinated national Recreational Boating Safety Program for the several States. Title 46 United States Code 13106 establishes a "Boat safety" account from which the Secretary may allocate and distribute matching funds to assist in the development, administration, and financing of qualifying State programs. The "Boat safety" account consists of amounts transferred into it from the highway trust fund equivalent to the motorboat fuel tax (9 cents per gallon) receipts, but not to exceed $45,000,000 per year, or $45,000,000 total at any time. Any motorboat fuel tax receipts in excess of $45,000,000 are transferred to the Land and Water Conservation Fund, and the "Sport fish restoration" account, which are managed by the Department of the Interior.

The Committee recommends $30,000,000 both for obligations and liquidating cash in fiscal year 1987. This is $15,000,000 more than the House allowance, and budget request.

The Committee instructs the Coast Guard to cooperate fully with States in meeting their match for this program.

FEDERAL AVIATION ADMINISTRATION

Summary of Fiscal Year 1987 Program

The Federal Aviation Administration traces its origins to the Air Commerce Act of 1926, but more recently to the Federal Aviation Act of 1958 which established the independent Federal Aviation Agency from functions which had resided in the Airways Modernization Board, the Civil Aeronautics Administration, and parts of the Civil Aeronautics Board. FAA became an administration of the Department of Transportation on April 1, 1967, pursuant to the Department of Transportation Act (October 15, 1966).

The total recommended program level for the FAA for fiscal year 1987 amounts to $4,762,398,000, including a $1,000,000,000 obligation limitation against previously enacted contract authority for the Airport Grants Program. The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1986 level	Budget request	House allowance	Committee recommendations
Headquarters administration	61,631	34,913	34,500	34,500
Operations	[1] 2,662,982	2,764,867	2,797,447	2,769,300
Facilities and equipment	[2] 895,081	825,000	[3] 829,914	[3] 774,598
Research, engineering, and development	[4] 269,050	134,500	141,700	142,000
Grants-in-aid for airports	[5] 885,225	[3] 712,500	[5] 1,017,200	[5] 1,000,000
Metropolitan Washington airports	39,333	41,600	85,000	42,000
Total	4,813,302	4,513,380	4,905,761	4,762,398

[1] Includes $4,250,000 derived by transfer. Does not include $5,377,000 carryover from fiscal year 1985 or $8,000,000 made available in Public Law 99-88.
[2] Reflects $55,220,000 fiscal year 1986 appropriations transferred to research, engineering, and development.
[3] Includes $1,914,000 transferred from research, engineering, and development.
[4] Includes transfers of $55,220,000 of fiscal year 1986 and $17,000,000 of fiscal year 1985 facilities and equipment appropriations.
[5] Limitation on obligations.

HEADQUARTERS ADMINISTRATION

Appropriations, 1986	$61,631,000
Budget estimate, 1987	[1] 34,913,000
House allowance	34,500,000
Committee recommendation	34,500,000

[1] Budget proposed consolidation of this account with operations.

The Committee recommends an appropriation of $34,500,000 for the following activities:

Procurement.—Directs the management and procurement of materiel and supplies, primarily for the Washington headquarters.

Executive direction.—Establishes policy and broad technological, operational, and managerial concepts. Directs the agency in implementation of policy and execution of established concepts.

Communications control.—Provides key agency officials with effective executive telecommunications.

Public affairs.—Insures that relevant information concerning FAA is consistently presented in a factual and timely manner.

Legal.—Provides legal counsel and advice for the handling of all legal matters with which FAA is concerned, in order to insure conformance with all legal requirements of all applicable laws, rules, regulations, and orders.

Planning and policy.—Recommends FAA policy and plans; identifies needed national air system changes; performs economic analysis of regulations.

Accounting.—Provides accounting, financial advisory, and audit liaison services.

Budget.—Identifies and defines budgetary needs and assures that they are effectively presented to the Office of the Secretary of Transportation, Office of Management and Budget, and congressional committees, and that funds and other resources available to the agency are effectively utilized.

Civil rights.—Assures full and affirmative implementation of civil rights and equal opportunity precepts within the Federal Aviation Administration.

International aviation.—Insures adequacy of international aviation system policies, maintains effective liaison with foreign governments.

Management systems and data systems.—Develops and administers the implementation and operation of FAA organizational plans, management systems and controls, and administrative standards and procedures; provides data processing, editorial, graphics, and publishing services.

The Committee recommendation provides $34,500,000 for headquarters administration, which is $413,000 less than the budget request and the same as the House allowance.

The Committee does not concur in the budget proposed merger of this account with Operations.

BUDGET JUSTIFICATION

The Committee was alarmed when FAA witnesses at the budget hearing were not able to provide information on current inspection personnel onboard strength. Furthermore, given the Committee's concern and scrutiny of safety activities, the level of detail provided in the budget justification is insufficient for all the safety-related job categories. The Committee directs FAA to include as part of the fiscal year 1988 budget justification the following information:

One, the number of authorized positions, actual employment levels, and appropriations supporting or requested for air carrier and general aviation inspectors for fiscal years 1981–88. If support personnel are included in these tabulations, they are to be so identified so that the Committees will be able to identify exclusively the actual inspection work force.

Two, the number of authorized positions, actual employment levels, and appropriations for each category of the air traffic control work force for fiscal years 1981–88. Also to be included are current and projected academy trainees, current and projected washout rates both at the academy and at facilities. To be included, further, are current and projected work force retirements and eligible-to-retire figures. This material should differentiate between tower and center personnel, as well as between contract and Federal employees.

Three, the number of authorized positions, actual employment levels, and appropriations for field maintenance personnel, fiscal years 1981–88, by region. Identify current and projected retirements, as well as the number eligible to retire.

TOWERS

The Committee encourages FAA to renew existing contract tower agreements which are a cost-effective alternative to federally operated facilities. The Committee continues to feel that such alternative arrangements can increase safety at reduced Federal cost. The Committee also

prohibits the closure of federally operated air traffic control towers during fiscal year 1987.

OPERATIONS

Appropriations, 1986	$2,658,732,000
(By transfer)	(4,250,000)
Budget estimate, 1987	2,764,867,000
House allowance	2,797,447,000
Committee recommendation	2,769,300,000

FAA's "Operations" appropriation provides funds for the operation, maintenance, communications, and logistic support of the air traffic control and navigation systems and activities. It also covers the administration and management of the airports, medical and engineering and development programs. The activities of the operations accounts comprise eight main areas:

Operation of air traffic control system.—The operation of a national system of air traffic management in the United States and its possessions on a 24-hour basis.

Installation and materiel services.—Procurement, contracting, and materiel management programs; administrative communications; other logistics support.

Maintenance of traffic control system.—The direction and engineering services related to the maintenance, improvement, and modification of facilities and equipment in the traffic control system; and operational leased communications.

Administration of Aviation Standards Program.—The promotion of flight safety of civil aircraft by assuring the airworthiness of aircraft; the competence of pilots, aviators, and aviator technicians; the adequacy of flight procedures and air operations; the use and maintenance of the FAA's aircraft fleet; the medical fitness of personnel in the national airspace system; and the conduct of the Civil Aviation Security Program.

Development direction.—The planning, direction, and evaluation of the Engineering and Development Program, direct project costs of which are financed under the research, engineering, and development appropriation.

Administration of Airports Program.—Administration of airport grants and the safety certification of airports.

Human resources management.—Administration of employee recruitment, compensation, training, and labor-management relations programs.

Direction, staff, and supporting services.—Administrative and housekeeping costs that support the primary programs of the agency.

The bill includes a total of $2,769,300,000 for the operations activities of the Federal Aviation Administration, of which $500,000,000 shall be derived from the Airport and Airway Trust Fund. The account total is $4,433,000 more than the budget request and $28,147,000 less than the House allowance.

As in past years, FAA is directed to report immediately to the Committees on Appropriations in the event resources are insufficient to operate a safe and effective air traffic control system.

The following table summarizes the Committee's recommendation in comparison to the budget request and House allowance.

[Dollars in thousands]

	Fiscal year 1986 program level[1]	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Operation of air traffic control system	$1,207,763	$1,204,501	$1,231,716	$1,216,501
(Positions)	(25,130)	(24,559)	(25,625)	(24,945)
Installation and materiel services	$187,364	$187,788	$184,573	$184,573
(Positions)	(1,491)	(1,491)	(1,491)	(1,491)
Maintenance of air traffic control system	$733,035	$761,058	$757,815	$752,815
(Positions)	(10,397)	(10,038)	(10,397)	(10,397)
Administration of Aviation Standards Program	$270,623	$298,938	$308,119	$300,161
(Positions)	(4,886)	(5,024)	(5,246)	(5,174)
Development direction	$9,872	$9,031	$9,031	$9,031
(Positions)	(138)	(138)	(138)	(138)
Administration of Airports Program	$26,957	$26,181	$26,181	$26,181
(Positions)	(472)	(472)	(472)	(472)
Centralized training	$99,724			
(Positions)	(788)			
Human resources management		$205,343	$208,343	$208,343
(Positions)		(1,295)	(1,295)	(1,295)
Direction, staff and supporting services	$133,021	$72,027	$71,669	$71,695
(Positions)	(1,005)	(1,005)	(1,005)	(1,005)
Total	$2,668,359	$2,764,867	$2,797,447	$2,769,300

[1] Includes $5,377,000 carryover from fiscal year 1985, and $4,250,000 transferred in Public Law 99-349; does not include $6,000,000 made available in Public Law 99-88.

Operation of air traffic control system.—The Committee recommends $1,216,501,000 for the air traffic control system, which is $12,000,000 more than the budget request and $15,215,000 less than the House allowance. The Committee assumes an additional $5,000,000 over the budget in tower and center overtime costs, an additional $6,500,000 and 370 positions over the budget for flight service stations, and $500,000 for 16 positions to serve as traffic management coordinators at the New York and Washington, DC, metropolitan area towers.

AIR TRAFFIC WORK FORCE

The bill includes a provision requiring, at a minimum, a 15,000 air traffic controller work force. The Committee does not, at this time, recommend additional funding for a work force of 15,306 assumed in the House allowance. The House allowance contains approximately $10,000,000 for 326 additional controllers above the request. Despite the urgent desire to reach that staffing level, the Committee does not wish to appropriate such resources without assurance that, in fact, the controller work force will be improved qualitatively.

The Committee, instead, has included bill language which provides for the extension of reemployed annuitant authority from December 31, 1986, to December 31, 1987. Authority is given FAA to derive up to $10,000,000 from unobligated balances to fund an annuitant pool of up to 300 employees.

The Committee also continues funding for the Airway Science Program which the Administrator and Congress have identified as a high-calibre, cost-effective source of air traffic professionals.

The Committee remains concerned about the number of full-performance [FPL] controllers, especially at centers and the busiest towers. The National Transportation Safety Board's July 8–12 investigation of operational errors at O'Hare has uncovered significant differences between the number of controllers actually checked out on all operational positions and FAA's system of counting FPL's. NTSB has found that 52 actual FPL's are in place at O'Hare tower and TRACON, not 77 as reported by FAA.

If these data are representative, the Committee cannot conclude that strike recovery at tower facilities is progressing as satisfactorily as FAA testimony indicates. The implications for center facilities are equally serious. The Committee directs FAA to revise its personnel information system as soon as possible so that the resulting monthly reports to the Committees identify as full performance level only those operationally qualified controllers who have achieved full facility rating through checkout

Furthermore, the Committee desires a report by September 30, 1986, on FAA's most recent response to NTSB recommendations numbered 86–44 through 46, emanating from the Board's investigation of operational errors at O'Hare Airport.

FAA should also use every means possible to establish incentives to fill vacancies at understaffed centers and towers, and to report at the fiscal year 1988 budget hearings on success in this area.

The Committee's allowance for additional traffic management coordinators at New York and Washington towers is intended to help mitigate delays and increase safety in these metropolitan areas. FAA's current use of traffic management coordinators has been shown to reduce delays.

REHIRE OF CONTROLLERS

The bill includes a general provision (sec. 323) stating that air traffic controllers fired in the 1981 strike shall not, as a class, be considered unsuitable for appointment or reinstatement in the Federal Aviation Administration. The Committee intends to review this issue in the context of the ongoing General Accounting Office survey of potential morale problems associated with the rehire of fired controllers.

The authority contained in this section is not intended in any way to supercede or constrain the Administrator's current efforts to rebuild the air traffic controller work force. Furthermore, the Federal Aviation Administration Administrator, in implementing this section, shall not

take any action which would decrease aviation safety. Nothing in this section shall be construed as limiting the Administrator's current authority to match the air traffic control work force with the safety requirements at each facility.

FLIGHT SERVICE STATIONS

The Committee allowance restores one-half of the budget reduction for flight service stations [FSS]. The Committee has attempted to strike a responsible balance between FAA's program of automation and the statutory requirement to provide pilots information to ensure safe flight. The Committee notes that FAA's projections of flight services, staffing, and productivity have not materialized. For example, FAA projected, during the Committee's January 4, 1985, hearing on facility consolidations, that 1985 flight services would be 59.6 million. This year's budget justification states the fiscal year 1986 estimate is 54.6 million, expected to reach 56.5 million in fiscal year 1987. Despite this activity level, staffing in fiscal year 1986 (4,595 positions) exceeds the then-projected fiscal year 1985 level of 4,477. The Committee does not agree with the administration's assessment that FSS personnel levels can, or should, be reduced 740 during fiscal year 1987. But the Committee resource assumption provides for some reduction to realign productivity rates relative to actual services, as instructed by the Committee in January 1985.

As important to the Committee is the quality of the Flight Service Program. The Administrator's May 23, 1986, letter to the Committee acknowledges that model I systems have been installed, covering 23 automated facilities, and that it will be early 1987 before all systems are in place. In the meantime, FAA further acknowledges continuing problems with the integrated communications switching system. Despite FAA's assurances that an acceptable level of service is attained given these circumstances, the Committee continues to hear of serious problems. The Committee continues to expect that FSS closures will occur in tandem with availability of model I equipment, and that system problems will be corrected, as originally directed in the Committee's January 30, 1985, letter. Furthermore, no flight service station consolidation should go forward before its companion automated facility is constructed.

Installation and materiel services.—The Committee recommends $184,573,000 and 1,491 positions for the installation and materiel services activity. This is the same as the House allowance.

Maintenance of air traffic system.—The Committee recommends $752,815,000 and 10,397 positions for system maintenance. The Committee concurs with the House allowance for field maintenance personnel, and has restored $6,757,000 and 359 positions to ensure sufficient personnel are in place for system maintenance.

The Committee, however, recommends deleting the House bill language prohibiting any review of contract maintenance. The Committee also denies the additional $10,000,000 requested for a pilot maintenance program at low activity airports, and selected flight service stations. The

Committee feels that system maintenance at all facilities is a Federal responsibility, and does not believe certain types of facilities or regions should be singled out for a pilot program. However, in keeping with the concerns expressed in the House report, the arrival of new sophisticated equipment coupled with large attrition through retirements, may lead FAA to seek augmentation of the existing field maintenance work force until such factors stabilize. Therefore, the Committee strikes the House prohibition inasmuch as it desires FAA to reassess this area and report to the Committees on realistic field maintenance needs as part of the fiscal year 1988 budget. The Committee also intends to review the General Accounting Office's study of this activity, which is due to be completed early in 1987.

The Committee assumes $5,000,000 in facility costs can be absorbed with project slippages.

Aviation standards.—The Committee recommends $300,161,000 and 5,174 positions for aviation standards, and suggests the following distribution:

	Fiscal year 1986 adjusted program level	Fiscal year 1987 program request	House allowance	Committee recommendation
Aircraft certification	$35,138,000	$37,839,000	$37,839,000	$37,589,000
Certification and inspection of aircraft operation and maintenance	114,432,000	133,773,000	144,087,000	136,423,000
Records servicing and analysis	3,701,000	3,569,000	3,569,000	3,569,000
Flight program and management of FAA aircraft	56,995,000	60,814,000	59,681,000	59,681,000
Planning, direction, and evaluation	13,879,000	16,767,000	16,767,000	16,723,000
Civil aviation security	28,921,000	26,437,000	26,437,000	26,437,000
Medical program	9,482,000	11,132,000	11,132,000	11,132,000
Aviation safety	6,121,000	8,607,000	8,607,000	8,607,000
Undistributed supplemental	1,954,000			
Total	270,623,000	298,938,000	308,119,000	300,161,000

The Committee recommends a $2,650,000 increase over the request for operation and maintenance inspections.

This increased funding is intended to support the additional 300 aviation safety inspectors and support costs to be added in fiscal year 1986. The Committee also provides the budget request for an additional 138 inspectors in fiscal year 1987. These additional resources will provide for increased certification levels, and for an 18-percent increase over fiscal year 1985 of investigations and inspections. In the event of a funding shortfall for inspector hiring, training or inspection activity, the Administrator shall propose a reprogramming of funds.

The Committee directs FAA to take steps to improve inspection effectiveness, in response to GAO's findings regarding standardization of inspection coverage, improved guidance on inspection priorities, and accurate data collection.

The Committee also concurs in the House allowance of 38 additional full-time equivalents and $26,437,000 for civil aviation security.

Development direction.—The Committee concurs in the House allowance of $9,031,000 and 138 positions, as requested in the budget for planning, directing, monitoring, and coordination of FAA's research, development, engineering, test, and evaluation program, excluding medical activities.

Administration of airports program.—The Committee recommends the budget request and House allowance of $26,181,000 and 472 positions for airports program administration. This amount includes $1,250,000 to provide management and technical support for the Airport Capacity Program Office.

Human resources management.—The Committee recommends $3,000,000 over the budget request, for a level of $208,343,000 and 1,295 positions for human resource management. The additional funds are provided for inspector, controller, and field maintenance training, as well as support for administration of the Airway Science Curriculum Program. The FAA is directed to continue its early hire project outlined in its October 10, 1985, letter to the Committee. This mechanism will accelerate the entry of college-trained professionals into the air traffic work force.

Direction, staff, and supporting services.—The Committee recommends $71,695,000 and 1,005 positions for overhead expenses. This is $332,000 less than the budget request.

FACILITIES AND EQUIPMENT (AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1986	$950,301,000
Budget estimate, 1987	825,000,000
House allowance	828,000,000
(By transfer)	(1,914,000)
Committee recommendation	772,684,000
(By transfer)	(1,914,000)

Under the "Facilities and equipment" appropriation, safety, capacity and efficiency of the Federal airway system are improved by the installation of new equipment and the construction and modernization of facilities to keep pace with aeronautical activity and in accordance with the Federal Aviation Administration's comprehensive National Airspace System Plan.

The bill includes $772,684,000 for the facilities and equipment of the Federal Aviation Administration. This is $55,316,000 less than the House amount and $52,316,000 less than the budget request. The recommended program breakdown follows:

	Fiscal year 1986 adjusted appropriation	Fiscal year 1987 budget estimate	House allowance	Committee recommendation
Air route traffic control centers	$221,756,600	$226,220,200	$235,170,200	$215,954,200
Airport traffic control towers and terminal equipment	432,958,700	234,171,600	271,271,600	230,171,600
Flight service facilities	-9,570,000	55,516,100	48,916,100	48,916,100
Air navigation facilities	151,281,900	130,989,600	89,739,600	89,739,600
Housing, utilities, and miscellaneous facilities	167,352,200	158,434,200	163,234,200	168,234,200
Aircraft and related equipment	-23,183,300	9,091,300	9,091,300	9,091,300
Development, test, and evaluation	9,704,900	10,577,000	10,577,000	10,577,000
Total	950,301,000	825,000,000	828,000,000	772,684,000
Positions	(962)	(1,162)		(1,162)

Air traffic control centers.—The Committee recommends $215,954,200 for air traffic control center facilities, equipment, and improvements. Major items funded include: $31,900,000 for 10 next generation weather radar [NEXRAD] doppler weather systems; $18,296,000 for the new host air traffic control system; and $61,826,000 for the design competition phase of the advanced automation system. This amount is $10,266,000 less than the budget request and $15,700,000 less than the House allowance.

The advanced automation system [AAS] funding level provides the full request to continue design competition contract requirements; however, no funds are provided for initial sector suite architectural engineering and design of field facilities. The Committee agrees with the House report regarding this component of the national airspace system plan. Specifically, the House report directs FAA to revise its AAS acquisition strategy, incorporating a development and test phase before a contract is awarded for system production. The Committees recognize the implicit short-term impact of this revision. However, the Committees feel that a strategy of minimized risk, successive testing, and approvals is preferable to FAA's current approach of combined development, test, and production. Furthermore, the Committee remains concerned overall about FAA's claims regarding the cost/benefit of the AAS. These issues must be resolved before the appropriation of funds for the acquisition phase of AAS.

The House report points out potential host computer installation and deployment problems identified by the General Accounting Office. The host computer system is required to support the air traffic control system through the 1990's. The House report directs FAA to report on the host schedule maintenance, and plans for software conversion. This schedule should also address the impact on the host program of the Committees' directive regarding full testing of the advanced automation system. In light of problems being experienced in the AAS Program, the Committee is concerned that existing and future AAS Program delays do not reduce the safe and orderly separation of aircraft in the mid 1990's. FAA has previously assured the Congress that the host computers will have sufficient computer capacity to handle future work-

loads, and that its existing contract provides for optional expansion of host computer hardware. Therefore, the Committee directs FAA to include, in its host computer report, assurance that it has in place a contingency plan describing how the host computer, hardware, and software, will be expanded in the event of prolonged AAS delay. This report to the Committee's is due March 1, 1987.

The reduction from the House allowance is related to the radar microwave link [RML] system. The House provided an additional $15,700,000 for full funding of project costs beyond fiscal year 1987. While the Committee has supported full funding for FAA, it recognizes that the budget request identified three facilities and equipment projects for incremental funding. The Committee does not include the full funding estimates for these projects since FAA has testified that out-year costs will not rise as a result of incremental funding, and that this approach was necessary to enable other NAS plan major elements to remain on schedule through 1988. The Committee continues to support the return of trust fund receipts to the public in the form of Federal grants, capital investment, or operations support. The incremental budget approach should not set a precedent for future capital budgets, especially at such a critical point in NAS plan implementation.

Aircraft traffic control towers.—The Committee recommends $230,171,600 for towers and terminal equipment. This amount is $41,100,000 less than the House allowance and $4,000,000 less than the budget request. Within the recommended funding allowance is the full budget request for all items except remote maintenance monitoring [RMM]. As of July 21, 1986, none of the available fiscal year 1986 funds had been obligated for RMM, so the Committee recommends a $14,000,000 reduction to the budget request.

The Committee recommends an additional $10,000,000 over the request for terminal doppler weather radars, for a total appropriation of $75,500,000 for 16 systems. The additional funding is provided for two systems so that FAA will have sufficient funds for installation of these modified NEXRAD systems in large metropolitan areas, such as New York. FAA is to report to the Committee on its siting plans in advance of the fiscal year 1988 budget hearing.

The Committee also concurs with the House report directive that FAA test and evaluate initial production units of the modified NEXRAD system in an operational environment to ensure effective performance before committing to a procurement contract.

The Committee has not provided the additional $35,200,000 in the House allowance for full funding, rather than incremental funding, of airport radars replacement and terminal NEXRAD. This is based on FAA testimony discussed earlier in the report. The further reduction of $1,900,000 from the House allowance is based on Committee funding only for the four tower replacements requested in the budget. The Committee notes that it and the House have provided the full $15,000,000 request for completion of urgently needed improvements to the New York terminal radar approach control facility. Any slippage in this project is to be reported to the Committees on Appropriations.

The Committee concurs in the House report language dealing with Houston Intercontinental Airport.

Flight service facilities.—The Committee recommends $48,916,000 for flight service station and related improvements. This amount is the same as the House allowance and $6,600,000 less than the budget request. Sufficient funds are provided to continue acquisition of equipment and furnishings for automated facilities ($3,600,000) and to continue flight service station modernization ($34,600,000). The budget requests for the VHF Direction Finder Network Program and flight service station facility improvements are also provided for in the Committee recommendation.

The reduction from the budget request is made based on GAO's June 6, 1986, report and FAA's June 25, 1986, report to the Committees on the direct user access terminal [DUAT] system. GAO recommends, and FAA now agrees, that commercial vendor DUAT systems can meet the needs of pilots more efficiently and economically than a FAA-developed system. Based on these reports, received and reviewed after conclusion of the budget hearings, the Committee agrees with the House elimination of both the requested facilities and equipment and research funds for model II development. The Committee, therefore, directs FAA to provide the Committees on Appropriations with funding requests consistent with proceeding on a strategy of using commercially available systems.

Air navigation facilities.—The Committee recommends $89,739,600 for navigation facilities which is the same as the House allowance and $41,250,000 less than the budget request. The major item funded in this activity is $43,000,000 for the implementation of loran–C navigation in the national airspace system.

The recommendation concurs with the House reduction of $43,000,000 for additional microwave landing systems. FAA has testified that this program has realized an 18-month delay in delivery schedules. The Committee will review future funding requirements, as well as an update on progress with software development and delivery schedules.

In the interim, the House directs, and the Committee concurs, that instrument landing systems [ILS] could be considered eligible for funding under the Airport Improvement Grant Program. In so doing, the Committee restates its past support for necessary improvements at the so-called 22 pacing airports. The Committee also restates the direction contained in Senate Report 99–152 regarding Dodge City, KS, and directs completion in fiscal year 1987.

The Committee concurs in the House general provision regarding funding eligibility for visual glideslope indicators.

Housing, utilities, and miscellaneous facilities.—The Committee recommends $168,234,200 for facility costs, which is $5,000,000 more than the House allowance and $10,000,000 over the budget request.

The Committee deletes the appropriation of an additional $2,000,000 for Barry University. Sufficient funds are provided for this activity by transfer from "Research, engineering, and development."

The Committee recommends continuation of the Airway Science Program at the $10,000,000 level and has included language in the bill. Of the amount provided, $3,000,000 is to be available for the University of North Dakota. The bill also expands the House language to target airway science funds to institutions with an approved airway science curriculum. This additional item is offset by anticipated savings in lease and utility costs.

The Committee concurs with the House directive regarding systems engineering and integration [SEI] support for the national airspace system [NAS] plan. The fiscal year 1987 funding requirement for SEI of $82,500,000 represents a growing line item, while overall facilities and equipment levels are being reduced by the administration because of budget constraints, and by Congress because of slippage in project milestones. Testimony provided the Committee has not satisfactorily addressed the relationship between slippage in the NAS plan and the oversight role of the SEI. The Committee remains concerned, therefore, that SEI investments are not directly correlated to achieving NAS plan completion and savings. FAA currently estimates fiscal years 1982–92 NAS plan costs at $12,200,000,000 and acknowledges 1 to 2 years slippage in completion, and has reduced NAS plan savings from $24,500,000,000 in 1981 to $18,300,000,000 in 1985. Congress awaits the September 1986 delivery of the 1986 NAS plan. These serious issues will continue to be explored during the fiscal year 1988 budget hearings. The Committee will review, as part of the budget request, the alternatives to continuing the SEI contract beyond the current 5-year contract.

Aircraft and related equipment, development, and test facilities.—The Committee recommends the budget request of $9,091,300 for aircraft and related equipment. The FAA has indicated that requested items will be cost effective irrespective of future fleet conversion decisions by the Congress.

Development, test, and evaluation.—The Committee also recommends the requested $10,577,000 for development, test, and evaluation facilities. This amount is the same as the House allowance.

Research, Engineering, and Development

(Airport and Airway Trust Fund)

Appropriations, 1986	$181,830,000
By transfer	(87,220,000)
Budget estimate, 1987	134,500,000
House allowance	141,700,000
Committee recommendation	142,000,000

This appropriation finances from the trust fund the research, engineering, and development programs to improve the national air traffic control system and to increase its safety, productivity, and capacity. The programs are designed to meet the expected air traffic demands of the future and promote flight safety. The major objectives are to keep the current system operating safely and efficiently; to protect the environment; and to modernize the system through improvements in facilities,

equipment, techniques, and procedures in order to insure that the system will safely and efficiently handle the volume of aircraft traffic expected to materialize in the future.

The bill includes $142,000,000 for research, engineering, and development. This level is $7,500,000 more than the budget request and $300,000 over the House allowance. The Committee suggests the following allocation:

	Fiscal year 1986 adjusted program level	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Air traffic control	$69,699,000	$70,805,000	$77,705,000	$77,705,000
Advanced computer	153,090,000	22,895,000	22,895,000	22,895,000
Navigation	5,072,000	6,218,000	6,218,000	6,218,000
Aviation weather	10,210,000	6,770,000	6,770,000	6,770,000
Aviation medicine	5,242,000	3,767,000	4,067,000	3,767,000
Aircraft safety	23,003,000	22,445,000	22,445,000	23,045,000
Environment	2,734,000	1,600,000	1,600,000	1,600,000
Total	[1] 269,050,000	134,500,000	141,700,000	142,000,000

[1] Includes $87,220,000 derived by transfer.

Air traffic control.—The Committee recommends $77,705,000, which is the same as the House allowance and $6,900,000 over the budget request. The Committee concurs with the House report directive designating additional funds for further development of the traffic alert and collision avoidance system [TCAS] III limited implementation program. The Committee also recommends an additional $5,500,000 over the request for airport capacity research. No funding is provided for inhouse development of a direct user access terminal system [DUATS].

Advanced computer.—The Committee recommends $22,895,000 for further progress on the host computer and design competition phase of the advanced automation system. This is the same as the budget request and House allowance.

Aviation navigation.—The Committee recommends the budget request of $6,218,000 for navigation technology advancement.

Aviation weather.—The Committee recommends $6,770,000 for aviation weather. Included in the budget request and recommendation for this activity is $950,000, which, together with funds provided in facilities and equipment, provides a $2,200,000 fiscal year 1987 funding level to continue atmospheric research with the University of North Dakota.

Aviation medicine.—The Committee recommends $3,767,000, the same as the budget request, for research into human performance and aircraft improvements.

Aircraft safety.—The Committee recommends $23,045,000, including a $600,000 increase over the budget request for explosive and sabatoge detection research.

Environment.—The Committee recommends $1,600,000 for aircraft noise and pollution research.

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AIRPORT SECURITY AND WEAPONS DETECTION

The Committee is concerned that technological innovation in making weapons undetectable is occurring more rapidly than in improvements to detection equipment. This technological gap has increased the potential for the criminal use of weapons that can escape detection by existing monitoring equipment and security devices. Some weapons have already been demonstrated to be able to avoid detection. The inability of some security equipment to detect plastic and other nonmetal components of weapons and some explosives is unacceptable in an era of international terrorism. Recent incursions of terrorists onto an aircraft in Athens and an attempt by others to introduce explosives to an aircraft in Britain dramatize the need for both better detection equipment and security procedures. It is imperative that we improve monitoring equipment to enable the detection of explosives and weapons with plastic components in order to better protect the traveling public and ensure their safety. Therefore, the Committee directs the Secretary of the Department of Transportation and the Administrator of the Federal Aviation Administration to take all appropriate measures to accelerate the development and implementation of sophisticated weapons detection equipment. The Committee expects a report on progress in this area by February 2, 1987. The Administrator is also urged to periodically consult U.S. international airport operators on the status of airport security at their facilities and on ways the Federal Government might assist them.

GRANTS-IN-AID FOR AIRPORTS (LIQUIDATION OF CONTRACT AUTHORIZATION)

(AIRPORT AND AIRWAY TRUST FUND)

Appropriations, 1986	($693,000,000)
Budget estimate, 1987	(800,000,000)
House allowance	(800,000,000)
Committee recommendation	(860,000,000)

The Airport and Airway Improvement Act of 1982, as amended, authorizes a program of grants of funds for airport planning and development, and noise compatibility planning for public use airports in all States and territories.

The Committee recommends $860,000,000 in liquidating cash for grants-in-aid for airports. This increase over the budget is consistent with the Committee's obligation limitation on airport grants.

LIMITATION ON OBLIGATIONS

The bill also includes a limitation on obligations for airport development and planning grants which are financed under contract authority. The limitation recommended for fiscal year 1987 is $1,000,000,000. This is $287,500,000 more than the budget request and $17,200,000 less than the House allowance. The Committee recommends deletion of the $50,000,000 rescission proposed by the House.

Within the obligation level recommended, the Committee directs that priority be given to grant applications involving the further development of the following airports:

Bismarck Municipal Airport, ND;
Baltimore-Washington International Airport, MD;
Orlando International Airport, FL;
Philadelphia International Airport, PA;
Jamestown Municipal Airport, ND;
Fargo Hector Field Airport, ND;
Grand Forks International Airport; ND;
Miami International Airport, FL;
Minot Airport, ND;
Casselton Regional Airport, ND;
Harvey Municipal Airport, ND;
Tampa International Airport, FL;
Northeast Philadelphia Airport, PA;
Roanoke Airport, VA;
Mahlon Sweet Airport, OR;
Keokuk Airport, IA;
Perry Airport, IA;
Cherokee Airport, IA;
Fairview Airport, OK;
Mountain Home Airport, AR;
Magnolia Airport, AR;
Melbourne Airport, AR;
Taos Municipal Airport, NM;
Fulton County Airport, NY;
Waukesha County Airport, WI;
Binghamton Airport, NY; and
Racine Airport, WI.

ORLANDO INTERNATIONAL AIRPORT EXPANSION

The Committee has heard testimony from the Orlando International Airport officials for the last 2 consecutive years regarding the airports' pending request for discretionary funding for land acquisition to permit the construction of a third runway. The Committee learned that the passenger traffic increased 25 percent over the past year and increased 19 percent in the preceding year. Because of this continuing rapid growth, airport capacity at the Orlando International Airport will soon reach its peak and significant aircraft delays and congestion will be experienced. The Committee is concerned that in spite of its guidance last year, the FAA has provided no assistance to the Orlando International Airport. The Committee, therefore, directs that within 90 days of the enactment of this bill into law, the FAA will submit to the House and Senate Committees on Appropriations a report, prepared in consultation with the Greater Orlando Aviation Authority, detailing a financial plan on how expansion requirements for the airport can be met, including specifically land acquisition and construction of the third runway.

PITTSBURGH INTERNATIONAL AIRPORT

The Committee directs that Greater Pittsburgh International Airport receive high priority discretionary funding for the construction of the new midfield terminal project. The expansion of Greater Pittsburgh International Airport is important to the economic progress of southwestern Pennsylvania. The funds are critical to the accommodation of the 24 million passengers expected by the year 2000. The Committee believes that $15,000,000 is an appropriate amount in fiscal year 1987 for midfield apron and site development.

LINDEN AIRPORT

The Committee proposes deletion of the House general provision releasing the city of Linden, NJ, from conditions requiring the property to be used for airport purposes. This airport serves as a reliever facility and has received airport assistance grants and, therefore, should be included in the airport systems national plan.

PHILADELPHIA AIRPORT

The Committee concurs with the House report regarding aviation requirements at Philadelphia International Airport.

OPERATION AND MAINTENANCE, METROPOLITAN WASHINGTON AIRPORTS

Appropriations, 1986	$32,634,000
Budget estimate, 1987	34,600,000
House allowance	35,000,000
Committee recommendation	35,000,000

Metropolitan Washington Airports operates and maintains Washington National and Washington Dulles International Airports. This appropriation finances maintenance, operations, management, and capital investment costs for equipment and minor facility projects. The operation of these airports is conducted on a business basis with revenues collected from landing fees, concessions, and leases. These revenues are deposited into the general fund of the U.S. Treasury and direct appropriations are made to cover the operating costs and capital investment for both airports. Combined revenues are expected to be $59,559,000 in fiscal year 1987. The combined operating profit for the airports is estimated to be $22,978,000, consisting of a profit of $18,407,000 at Washington National and a profit of $4,571,000 at Washington Dulles International. After accounting for $8,685,000 in depreciation and interest expenses, the estimated net profit for the two airports will be $14,293,000.

The Committee recommends $35,000,000 for the operation and maintenance of the Metropolitan Washington Airports, which is the same as the House allowance and $400,000 over the budget request. The increase over the request will fund an additional 13 police positions at Washington National and Dulles International Airports.

CONSTRUCTION, METROPOLITAN WASHINGTON AIRPORTS

Appropriations, 1986	$6,699,000
Budget estimate, 1987	7,000,000
House allowance	50,000,000
Committee recommendation	7,000,000

This appropriation finances construction of major improvements and expansion of facilities at Washington National and Washington Dulles International Airports. Projects are undertaken, whenever necessary, to insure the capacity of these airports to adequately, safely, and efficiently meet air travel needs of the public.

The bill includes $7,000,000 to finance improvements at the Metropolitan Washington Airports. This is $43,000,000 less than the House allowance and the same as the budget request.

The Committee recognizes the capital improvement needs at the two Washington airports, but will await the outcome of airports transfer legislation, passed by the Senate in April 1986 and currently pending before the House authorizing committee, before proceeding with capital projects beyond those included in the budget request.

AIRCRAFT PURCHASE LOAN GUARANTEE PROGRAM

The Aircraft Purchase Loan Guarantee Program was established pursuant to Public Law 85–304, as amended, which gave the Secretary of Transportation the authority to provide Government guarantee of private loans to certain air carriers for the purchase of modern aircraft and equipment when financing was not otherwise available on reasonable terms. The authority to provide new guarantees expired on October 23, 1983.

The bill includes language permitting the Federal Aviation Administration to draw funds from the Treasury to meet aircraft loan defaults which are payable on demand. The language provides that the aggregate of obligations outstanding at any time during fiscal year 1987 shall not exceed $75,000,000.

The bill also includes requested language providing funds to repay borrowings and accrued interest to the Treasury.

FEDERAL HIGHWAY ADMINISTRATION

SUMMARY OF FISCAL YEAR 1987 PROGRAM

The principal missions of the Federal Highway Administration are: administration, in cooperation with the States, of the Federal-aid Highway Construction Program, including the interstate, primary, bridge, secondary, and urban programs; regulation and enforcement of Federal requirements relating to the safety of operation and equipment of commercial motor carriers engaged in interstate or foreign commerce; and governing the safety in movement over the Nation's highways of dangerous cargoes such as explosives, flammables, and other hazardous material.

Under the Committee recommendation, a total program level of $13,076,515,000 would be provided for the activities of the Federal Highway Administration for fiscal year 1987. This is $620,000,000 more than the budget estimate, $229,719,000 less than the House allowance, and $144,390,000 less than the amounts provided for similar activities for fiscal year 1986.

The following table summarizes the fiscal year 1986 program levels, the fiscal year 1987 budget estimates, the House allowance, and the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1986 program level	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Limitation on general operating expenses	(194,199)	(206,191)	(202,750)	(204,660)
Motor carrier safety	13,302	19,515	20,447	19,515
Motor carrier safety grants	16,269	[1](50,000)	[2]50,000	20,000
(Liquidation of contract authority)	.....	(18,000)	(18,000)	.....
Highway safety research and development	8,134	7,000	7,000	7,000
Highway-related safety grants[2]	9,570	10,000	10,000	10,000
(Liquidation of contract authority)	(9,000)	(12,000)	(12,000)	(12,000)
Railroad/highway crossings demonstration projects	15,312	.....	23,500	.....
Federal-aid highways[2]	13,125,000	12,420,000	13,125,000	13,000,000
(Liquidation of contract authority)	(13,836,000)	(13,036,000)	(13,036,000)	(13,130,000)
Other highway programs	22,968	.....	70,287	20,000
(By transfer)	(10,350)	.....	.....	.....
Total	13,220,905	12,456,515	13,306,234	13,076,515

[1]Obligation ceiling on contract authority. The administration requests the limitation to be within the Federal-aid highways overall ceiling.
[2]Obligation ceiling on contract authority.

Limitation on General Operating Expenses

Limitation, 1986	($194,999,000)
Budget estimate, 1987	(206,191,000)
House allowance	(202,750,000)
Committee recommendation	(204,660,000)

The limitation on general operating expenses provides for virtually all the salaries, expenses, and research and development programs of the Federal Highway Administration.

The Committee recommends that a limitation of $204,660,000 be provided for salaries and expenses of the Federal Highway Administration. This amount is $1,531,000 less than that requested in the budget, $1,910,000 more than that recommended by the House, and $9,661,000 more than the level provided for fiscal year 1986. The Committee recommendation provides for 2,621 full-time permanent positions, which is 8 positions less than that provided for in fiscal year 1986.

The Committee recommendation allows the increase in the Research

and Development Highways Program but disallows the inflation adjustment.

TURNER-FAIRBANK HIGHWAY RESEARCH CENTER

The Committee does not concur with the House bill language (section 311) which prohibits the use of funds to change the current Federal status of the Turner-Fairbank Highway Research Center.

The Committee is concerned that the House bill language would be interpreted as not allowing the study of this proposal to proceed. The Committee understands that the administration is now studying the feasibility of additional privatization at the research center and the overall effectiveness of the FHWA Technology Transfer Program. But until such studies are completed the Committee includes funds under the limitation on general operating expense category for the current program direction, coordination, and general support, including salaries and benefits associated with not privatizing the research facility.

This action is taken until the FHWA has completed the feasibility study and Congress and interested parties have had time to study the report.

RESEARCH AND DEVELOPMENT, HIGHWAYS

The Committee has included the requested increase of $1,424,000 for the Research and Development Highways Contract Program. Within this activity, the Committee directs that contract program funds of $310,000 be available to the Oregon Graduate Center to continue research in the area of welding and joining structural alloys and related materials.

LIBERTY CITY HIGHWAY STUDY

The funds provided under the limitation on general operating expenses should be sufficient for FHWA in conjunction with the Florida State Highway Department to study the Liberty City area access. The Committee does not concur with the House earmarking a particular sum of funds for this study.

SOUTH FLORIDA HIGHWAY IMPROVEMENTS

The Committee notes that three federally supported highway improvement projects in Dade County, Broward County, and Palm Beach County, FL, which are essential to relieving urban congestion and enhancing highway safety, are currently underway. Each of these major north-south facilities is being widened in order to provide greater highway capacity.

However, during the period of reconstruction of these three major north-south corridors, the normal travel patterns of substantial numbers of people will be substantially disrupted and inconvenienced. The Committee, therefore, directs the Federal Highway Administration to work closely with the Florida Department of Transportation to expedite the construction of these three projects. The Committee further notes that

the Tri-County Commuter Rail project which has been funded under a Federal Railroad Administration "Capital activities" account within this bill is being advanced at this time to serve as a traffic maintenance project during the critical period of highway reconstruction. It is the Committee's intention, as has previously been done by the Federal Highway Administration in Pittsburgh and Philadelphia that existing Federal Highway Administration maintenance of traffic funds be used in conjunction with existing State funds to operate the Tri-County Commuter Rail project during the period of reconstruction of these three major north-south facilities.

The Committee compliments the Federal Highway Administration on its efforts to maintain traffic during construction by using parallel roads and attempting to maintain the same number of traffic lanes during construction as currently exists. The Committee notes, however, that in order to maintain the same number of traffic lanes, traffic will necessarily weave back and forth from the current facility onto parallel access roads, resulting in considerable congestion and delays. The Committee has included bill language which allows the State of Florida to use its regularly apportioned 4–R funds, section 104(b)(5)(B) of title 23 United States Code, for operating expenses of the Tri-County Commuter Rail project.

DISCRETIONARY BRIDGE ALLOCATIONS

The Surface Transportation Assistance Act of 1982 authorized $200,000,000 annually in discretionary bridge funds through fiscal year 1986. Competition for this funding has been very strong. The Department of Transportation in fiscal year 1986 received requests for over $700,000,000 in the discretionary bridge program. It is obvious that many worthwhile projects could not be funded and had to be denied. In addition, the evaluation required by the 1982 act rates and ranks projects using specific criteria.

Therefore, the Committee has refrained from directing the Secretary to allocate a specific sum of discretionary money for a particular project. The Committee does, however, urge the Secretary to give expeditious and priority consideration to several bridges brought to the attention of the Committee. These include the bridge across the Mississippi at Dubuque, known as the Dubuque City Island Bridge. Language was included in the Senate report for fiscal year 1986 concerning this segment.

In addition, the Committee instructs the Secretary to give priority consideration to two Walnut Street bridges in Philadelphia that have FHWA sufficiency ratings of only six. Also the Girard, Belmont Avenue bridge in Philadelphia which has a sufficiency rating of six should be given priority consideration. The Committee concurs with the House report language pertaining to the Alsea Bay Bridge. The approach offered by the Oregon Department of Transportation to use a variety of funding sources to replace the Alsea Bay Bridge appears promising for reducing the overall costs to the Federal Government.

It has come to the attention of the Committee that a severe safety problem exists at the Karnes Bridge on U.S. Route 129 in Knoxville, TN. The Committee understands that, under the amounts provided to the State of Tennessee by the bridge repair and replacement program, sufficient funds are not available to provide for the immediate replacement of the Karnes Bridge. The Committee, therefore, directs the Federal Highway Administration to work with the State of Tennessee to study the problem created by the existing structure and develop a plan to provide for a permanent solution to the safety deficiencies at the Karnes Bridge.

Highway Safety Research and Development

Appropriations, 1986	$8,134,000
Budget estimate, 1987	7,000,000
House allowance	7,000,000
Committee recommendation	7,000,000

This activity seeks to identify, correct, and evaluate those critical elements that contribute to loss of life, disabling injuries, and property damage on American highways. The emphasis of research is to provide workable and timely solutions to a set of critical safety problems. Major projects involve improved traffic barriers, construction zone safety, traffic and pedestrian safety, and rural highway safety improvements.

The Committee recommends $7,000,000 for highway safety research and development. This is the same as the budget request and the same as the House allowance.

Highway-Related Safety Grants

(Liquidation of Contract Authorization)

(Trust Fund)

Appropriations, 1986	($9,000,000)
Budget estimate, 1987	(12,000,000)
House allowance	(12,000,000)
Committee recommendation	(12,000,000)

Section 402 of title 23, United States Code, authorizes funds to assist States and localities in implementing highway safety programs in accordance with uniform standards established by the Secretary. Most of the activities carried out under the FHWA standards involve development and implementation of systems, procedures, manuals, et cetera, to assist highway agencies in the orderly planning and implementation of safety improvements on highway facilities.

The Committee recommends $12,000,000 for liquidation of contract authority for highway-related safety grants. This is the same amount as the budget request and the House allowance.

LIMITATION ON OBLIGATIONS

Bill language is included which limits fiscal year 1987 obligations for the highway-related Safety Grants Program to $10,000,000. This is the same as the budget request and that provided in the House allowance.

RAILROAD-HIGHWAY CROSSINGS DEMONSTRATION PROJECTS

Appropriations, 1986	$15,312,000
Budget estimate, 1987	
House allowance	23,500,000
Committee recommendation	

The railroad highway crossings demonstration projects are authorized by the Federal-Aid Highway Act of 1970, the Federal-Aid Highway Act of 1973, as amended, and title III of the National Mass Transportation Assistance Act of 1974.

Projects are funded under this account—two-thirds from the Highway Trust Fund and one-third from general funds—when a rail-highway crossing creates a safety hazard, or impedes pedestrian or highway flow.

The Committee does not recommend any new funding for this program. This is $15,132,000 less than the amount provided for fiscal year 1986. The House allowance includes $23,500,000. There is no budget request for this program.

Because of the budget constraints faced by the Committee it cannot recommend any new funding for this program in fiscal year 1987. The projects funded under the House allowance are all eligible for funding under the regular Federal-Aid Highway Program. Of the five projects identified in the House report to receive funding, three are located in States expected to receive funding under the Minimum Allocation Program (Texas, Indiana, Illinois). The Committee believes that if the State highway departments do not place a high enough priority on these projects to provide minimum allocation funds, the Federal Government should not fund these special single-purpose activities. The Committee action was not taken with prejudice to the merits of any particular project. The Committee remains concerned about the Augusta, GA, rail relocation project, but due to budgetary constraints was unable to include funding for the projects.

FEDERAL-AID HIGHWAYS

(LIQUIDATION OF CONTRACT AUTHORIZATION)

(TRUST FUND)

Appropriations, 1986	($13,836,000,000)
Budget estimate, 1987	(13,036,000,000)
House allowance	(13,036,000,000)
Committee recommendation	(13,130,000,000)

This activity comprises the majority of all federally aided programs through which the States are financially and technically aided to continue a national highway system that meets the transportation needs of the Nation in terms of capacity and safety.

All programs included within the Federal-aid account are financed from the highway trust fund. Authorizations in the form of contract authority are enacted in substantive legislation. Except for interstate construction, these authorizations are apportioned and/or allocated to the States and generally remain available for obligation over a 4-year period. Liquidating cash appropriations are subsequently requested to fund outlays resulting from obligations incurred under contract authority.

The Committee recommends a liquidating cash appropriation of $13,130,000,000 for the Federal-Aid Highway Program, necessitated by the higher obligation ceiling.

OBLIGATION CEILING

The bill also includes language limiting obligations to $13,000,000,000. This is $125,000,000 below the House allowance and $580,000,000 above the budget request. In addition, the administration's request would include under the ceiling programs that were previously exempt from the limitation, and caps the minimum allocation program at $250,000,000.

The Committee's bill language continues the obligation ceiling exemptions that exist under current law. The programs exempt from the obligation limitation include emergency relief, minimum allocation, acceleration of bridges, the Woodrow Wilson Bridge, Union Station, gap closing demonstration (131(e)), usable segments demonstration (131(j)), the Zilwaukee Bridge, and the Alaska Highway. In addition, obligational authority is distributed to the States consistent with previous legislation.

INTERSTATE TRANSFER GRANTS—HIGHWAYS

This activity provides funding of highways substituted for Interstate System segments withdrawn from the system under 23 United States Code 103(e)(4). After the joint request by a State Governor and the local governments concerned, the Secretary may withdraw (from the Interstate System) interstate highway segments which pass through or connect urbanized areas within the State determined not to be essential to a unified Interstate System. The value of a withdrawn segment, adjusted for inflation, establishes an authorization against which Congress may provide funds.

The Surface Transportation Assistance Act of 1982 provides contract authority for this program for fiscal years 1983 through 1986. The contract authority is part of the Federal-Aid Highways Program. Consequently, the Committee recommends no further direct appropriations for the program under this heading.

Under existing law, 75 percent of the contract authority provided for highway projects substituted for withdrawn interstate highway segments is distributed by statutory formula. The remaining 25 percent is distributed on a discretionary basis.

The formula approach results in some areas receiving apportionments that partially fund segments or fall short of expeditious funding for par-

ticular projects. In earmarking funds in previous reports accompanying the appropriations bill, the Committee was impressed with the necessity to insure that certain withdrawal areas were provided sufficient funding for timely completion of planned projects that often involved multijurisdictional compacts—a particular project facet not measurable by formula.

For fiscal year 1987, $650,000,000 is estimated to be available for interstate transfer-highway projects. This assumption is consistent with Senate bill 2405, as ordered reported.

The Committee directs the following discretionary allocations:

State	Formula	Discretionary	Total
Arizona	$115,830	$991,021	$1,106,851
California	2,055,983	2,000,000	4,055,983
Colorado	4,271,231	25,728,769	30,000,000
Connecticut	68,112,667	25,100,000	93,212,667
Georgia	7,128,371		7,128,371
Illinois	50,945,895	2,945,895	53,891,790
Indiana	3,252,893	3,000,000	6,252,893
Iowa	18,885,116	4,904,696	23,789,812
Maryland	49,821,378	39,678,622	89,500,000
Massachusetts	7,152,503		7,152,503
Minnesota	2,432,430	4,000,000	6,432,430
Nebraska	1,467,180	3,032,820	4,500,000
New Jersey	23,050,170	16,949,830	40,000,000
New York	148,392,709		148,392,709
Ohio	8,388,022	4,400,000	12,788,022
Oregon	7,731,653	12,768,347	20,500,000
Pennsylvania	7,417,946	17,000,000	24,417,946
Rhode Island	44,377,369		44,377,369
Tennessee	16,978,747		16,978,747
Virginia	1,061,775		1,061,775
Washington, DC	9,584,932		9,584,932
Other	4,875,000		4,875,000
Total	487,500,000	162,500,000	650,000,000

The Committee recognizes Pennsylvania's requests for funding of important interstate substitute projects. Projects that are particularly worth mentioning are, the Southern Expressway, Ohio River Boulevard, the Chester Industrial Highway, the Newton bypass, the Exton bypass, and the Chester-Montgomery connector. The Committee has been informed that all of these projects are considered priority projects by the Commonwealth of Pennsylvania and are of considerable economic importance to both their surrounding communities and the State as a whole.

Right-of-Way Revolving Fund

(Limitation on Direct Loans)

(Trust Fund)

Limitation, 1986	($47,850,000)
Budget estimate, 1987	(50,000,000)
House allowance	(47,850,000)
Committee recommendation	(47,850,000)

The Federal-Aid Highway Act of 1968 authorized $300,000,000 for the establishment of the Right-of-Way Revolving Fund. This fund is utilized to make cash advances to the States for the purpose of purchasing right-of-way parcels in advance of highway construction and thereby preventing the inflation of land prices from causing a significant increase in construction costs. When right-of-way aquisition has been made and highway construction is initiated, the State becomes eligible for Federal grants under the various Federal-aid highway authorizations. At the point when progress payments are made to the State for construction, the State in turn reimburses the revolving fund for advances made to that State for right-of-way acquisition. Utilizing this method of funding, all reimbursements made to the revolving fund may be reallocated to other States requiring advances. In order to assure prudent management of Federal credit programs, a fiscal year 1987 limitation of $47,850,000 on gross obligations is provided.

Motor Carrier Safety

(Highway Trust Fund)

Appropriations, 1986	$13,302,000
Budget estimate, 1987	[1]19,515,000
House allowance	20,447,000
Committee recommendation	19,515,000

[1] Budget proposed financing from the Highway Trust Fund.

The motor carrier safety mission is to protect the public from risks inherent in commercial truck and bus transportation by highway. The program involves Federal safety inspection and law enforcement over the highway operations of commercial interstate carriers.

The bill includes a total of $19,515,000 for motor carrier safety. This is the same as the budget request and $932,000 less than the House allowance. The funding level provides 433 positions for the Bureau of Motor Carrier Safety [BMCS], which was the administration request.

The Committee has included bill language requested by the administration which would fund this activity from the Highway Trust Fund. The funding level provided accommodates the budget request of $1,900,000 for a motor carrier contract research program.

It is the Committee's understanding the mileage traveled by heavy trucks has increased more rapidly than all other highway travel and there has been an increase in the number of motor carrier accidents. Accidents reported to BMCS in 1984 increased 17 percent over 1983,

and more than 70 percent of fatalities resulting from accidents involving trucks are occupants of vehicles other than the truck. Further, a significant percentage of trucks have been found during roadside inspections to have safety defects serious enough to warrant immediate removal from the road.

The Committee directs that by March 1, 1987, FHWA report to the House and Senate Committees of Appropriations on the BMCS staffing levels, the qualifications of the new inspectors, and the kind of training provided the Federal inspectors.

Motor Carrier Safety Grants

Appropriations, 1986	$16,269,000
Budget estimate, 1987	[1](50,000,000)
House allowance	[2](50,000,000)
Committee recommendation	20,000,000

[1] Included as a set-aside within Federal-aid highways.
[2] Limitation on obligations.

This program was authorized by the Surface Transportation Assistance Act of 1982. It would provide grants to States for improved enforcement of Federal and State motor carrier safety rules. It has been shown that added enforcement of truck safety rules reduces truck-related accidents and fatalities. The major objective of this program is to reduce the number and severity of hazardous materials accidents involving commercial motor vehicles.

The Committee recommends a $20,000,000 level which is $3,731,000 above the fiscal year 1986 level. It is anticipated that in fiscal year 1987 all States and territories will be participating in the Motor Carrier Safety Grant Program.

In fiscal year 1987, based on the administration's legislative proposal, the budget proposed a $50,000,000 set-aside against contract authority within the "Federal-aid highways" account. The House allowance assumes this program will be financed through contract authority and recommended a limitation on obligations of $50,000,000. The House allowance assumes enactment of authorizing legislation to provide contract authority for the grants program. If such legislation is not enacted, however, under the House position the program would not have any new budget resources for fiscal year 1987.

The Committee has, therefore, provided a general fund appropriation of $20,000,000.

Access Highways to Public Recreation Areas on Certain Lakes

Appropriations, 1986	$4,785,000
(By transfer)	(5,000,000)
Budget estimate, 1987	.....
House allowance	.....
Committee recommendation	10,000,000

The bill includes a general fund appropriation of $10,000,000 for access highway to lakes that meet existing statutory criteria. This is $10,000,000 above both the House allowance and the budget request.

Section 155 of title 23 authorizes the Secretary of Transportation to construct or reconstruct access highways to public recreation areas on certain lakes. Such lakes are those bodies of water resulting from construction by various Federal agencies.

Baltimore-Washington Parkway

(Highway Trust Fund)

Appropriations, 1986	$2,871,000
Budget estimate, 1987	
House allowance	9,000,000
Committee recommendation	

The Committee recommends deletion of a trust fund appropriation of $9,000,000 for reconstruction of the Baltimore-Washington Parkway. The authority for this appropriation is provided under the authorization contained in the Federal-Aid Highway Act of 1970. There was no budget request for this activity.

Waste Isolation Pilot Project Roads

Appropriations, 1986	$6,699,000
Budget estimate, 1987	
House allowance	
Committee recommendation	10,000,000

The bill includes $10,000,000 for the waste isolation pilot project [WIPP] roads in the State of New Mexico. This project funds improvements to existing roads in New Mexico that would serve as transportation routes to the disposal site of transuranic nuclear wastes.

Based on the FHWA estimate of costs for the waste isolation pilot project roads, the amount needed to complete the project, after the provision of $10,000,000 in fiscal year 1987, is approximately $22,500,000.

Rail Line Consolidation Project

Appropriations, 1986	
(By transfer)	($4,000,000)
Budget estimate, 1987	
House allowance	
Committee recommendation	

The Committee recommends no further funding for this project which was to consolidate two rail lines on a common alignment in the vicinity of Orange, TX.

AIRPORT HIGHWAY DEMONSTRATION PROJECT

Appropriations, 1986	.....
(By transfer)	($1,350,000)
Budget estimate, 1987	.....
House allowance	1,887,000
Committee recommendation	.....

The Committee recommends deletion of funds for this demonstration project to depress a highway and extend an airport runway in Shawnee, OK. There was no budget request for this project.

EXPRESSWAY GAP CLOSING DEMONSTRATION PROJECT

Appropriations, 1986	$8,613,000
Budget estimate, 1987	.....
House allowance	13,900,000
Committee recommendation	.....

The Committee does not provide any additional funding for this activity to close an expressway gap on California Route 113 between the cities of Davis and Woodland, CA. There was no budget request for this activity.

INTERMODAL URBAN DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1986	.....
Budget estimate, 1987	.....
House allowance	$11,000,000
Committee recommendation	.....

The Committee recommends deletion of funds for this demonstration project for the construction of a high-density urban intermodal transportation connection in Minneapolis, MN. There was no budget request for this activity.

HIGHWAY SAFETY AND ECONOMIC DEVELOPMENT DEMONSTRATION PROJECTS

(HIGHWAY TRUST FUND)

Appropriations, 1986	.....
Budget estimate, 1987	.....
House allowance	$10,000,000
Committee recommendation	.....

The Committee recommends deletion of funds for this activity. This program covers four projects in Mississippi. The House has included bill language which, in addition to the funding, provides a permanent authorization of such sums as necessary for the projects identified. There was no budget request for these projects.

Airport Access Demonstration Project

(Highway Trust Fund)

Appropriations, 1986	
Budget estimate, 1987	
House allowance	$4,000,000
Committee recommendation	

The Committee does not include funding for the airport access demonstration project in the vicinity of the Ontario International Airport in San Bernardino County, CA. There was no budget request for this activity.

Highway Safety Improvement Demonstration Project

(Highway Trust Fund)

Appropriations, 1986	
Budget estimate, 1987	
House allowance	$7,000,000
Committee recommendation	

The Committee does not include funding for this demonstration project, which is for a variety of improvement projects in the vicinity of Pontiac and East Lansing, MI. The House bill language authorizes a permanent authorization of $32,000,000 and appropriates $7,000,000 for fiscal year 1987 for these projects. In addition to the funds provided, the House has included bill language which makes the funds available until expended. There was no budget request for this activity.

Highway-Railroad Grade Crossing Safety Demonstration Project

(Highway Trust Fund)

Appropriations, 1986	
Budget estimate, 1987	
House allowance	$3,000,000
Committee recommendation	

The House has included bill language which authorizes the appropriation of $50,000,000 for a series of highway-railroad grade crossings in Mineola, NY. In addition, the House provides an appropriation of $3,000,000 to carry out these activities. The Committee has deleted the funding for these projects. There was no budget request in support of the House allowance.

NUCLEAR WASTE TRANSPORTATION SAFETY DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1986	.....
Budget estimate, 1987	.....
House allowance	$4,000,000
Committee recommendation	.....

The House has included an appropriation of $4,000,000 for a project to construct a highway near the Los Alamos National Laboratory in New Mexico. The Committee has deleted funding for this project. There was no budget request in support of the House provision.

THEODORE ROOSEVELT BRIDGE CAPACITY IMPROVEMENTS

(HIGHWAY TRUST FUND)

Appropriations, 1986	.....
Budget estimate, 1987	.....
House allowance	$1,500,000
Committee recommendation	.....

The Committee has deleted funding for the Theodore Roosevelt Bridge capacity project. There was no budget request in support of this project.

AIRPORT ACCESS HIGHWAY DEMONSTRATION PROJECT

(HIGHWAY TRUST FUND)

Appropriations, 1986	.....
Budget estimate, 1987	.....
House allowance	$5,000,000
Committee recommendation	.....

The Committee does not recommend funding for the airport access highway in the vicinity of the New Orleans International Airport in Jefferson Parish, LA. There was no budget request in support of this project.

NATIONAL HIGHWAY TRAFFIC SAFETY ADMINISTRATION

SUMMARY OF FISCAL YEAR 1987 PROGRAM

The National Highway Traffic Safety Administration [NHTSA] was established as a separate organizational entity in the Department of Transportation in March 1970, to reduce the mounting number of deaths, injuries, and economic losses resulting from traffic accidents on the Nation's highways. Later activities were added for improving automotive fuel economy and to institute some consumer programs. The National Traffic and Motor Vehicle Safety Act provides for the establishment and enforcement of Federal safety standards for motor vehicles and associated equipment and research, including the operation of required testing facilities. The Motor Vehicle Information and Cost

Savings Act initially provided for the establishment of low-speed collision bumper standards, consumer information activities, diagnostic inspection, and odometer regulations and was later amended to incorporate responsibility for the administration of Federal automotive fuel economy standards. Under section 403 of title 23, United States Code, technical assistance is provided to the States in the conduct of their highway safety programs, and research and demonstration projects are conducted to develop and show the effectiveness of new techniques and countermeasures to address highway safety problems.

In addition, grants are provided under title 23, United States Code, section 402 to the States to assist in the establishment and improvement of highway safety programs designed to reduce traffic deaths and injuries. Safety formula grants are apportioned to the States. Incentive grants are also allocated to the States for alcohol safety programs under title 23, United States Code, section 408.

The Committee recommends a total program level of $230,158,000 for the activities and programs of the National Highway Traffic Safety Administration for fiscal year 1987. This is $13,578,000 more than the budget request and $5,652,000 less than the House allowance.

The following table summarizes the Committee recommendations:

[In thousands of dollars]

Program	Fiscal year 1986 program level	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Operations and research	80,246	83,930	93,600	81,448
(By transfer)	(5,500)		(2,000)	(5,000)
Highway traffic safety grants:				
(Liquidation of contract authority)	(149,000)	(118,000)	(122,000)	(122,000)
Safety formula grants[1]	121,060	110,000	121,060	121,060
Alcohol safety incentive grants[1]	27,562	17,900	14,400	17,900
Highway safety information and education[2]	4,750	4,750	4,750	4,750
Total	239,118	216,580	235,810	230,158

[1] Obligation ceiling on contract authority.
[2] Ceiling on cumulative obligations after fiscal year 1982.

Operations and Research

Appropriations, 1986	$80,246,000
(By transfer)	(5,500,000)
Budget estimate, 1987	83,930,000
House allowance	93,600,000
(By transfer)	(2,000,000)
Committee recommendation	81,448,000
(By transfer)	(5,000,000)

The bill includes an appropriation of $81,448,000 for operations and research, which is $2,482,000 less than the budget request and $12,152,000 less than than the House allowance.

This level of funding provides for the budget request of 640 permanent full-time positions, which is the same amount as that authorized in fiscal year 1986. The position levels by program were reiterated in the House report and were the same as the budget request. The total program level including the transfer of funds is $2,518,000 above the budget request and $7,152,000 below the House level.

The amount appropriated is to be distributed as follows:

[In thousands of dollars]

Program	Fiscal year 1986 appropriation level	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Rulemaking	6,737	7,191	7,225	[1]5,039
Enforcement	10,910	11,623	11,600	11,623
Highway safety	12,632	16,949	[2]17,099	[3]16,949
Research and analysis	41,401	38,625	48,600	[4]38,625
General administration	6,317	7,131	6,753	6,931
Office of the Administrator	2,249	2,411	2,323	2,281
Total	80,246	[5]83,930	[6]93,600	[5]81,448

[1] In addition to new appropriations, $2,152,000 is provided for the Alcohol Program by transfer from the section 408 Alcohol Safety Grant Program.

[2] In addition, there is $2,000,000 available by transfer from the Essential Air Services Program.

[3] In addition to the funds provided, $848,000 is provided for the countermeasure improvement and support programs by transfer from the section 408 Alcohol Safety Grant Program.

[4] In addition to the funds provided, $2,000,000 is provided by transfer from the section 408 Alcohol Safety Grant Program.

[5] In addition to the funds provided, there is $4,900,000 available for administration of highway safety programs from the section 402 Highway Safety Grant Program.

[6] In addition to the funds provided there is $4,860,000 available for administration of highway safety programs from the section 402 Highway Safety Grant Program.

Rulemaking.—The rulemaking effort is financed entirely from Federal funds. This activity covers rulemaking relative to Federal motor vehicle safety standards, fees and equipment, automotive fuel economy standards, international harmonization of standards, and regulatory reform. The Committee does not include the full House increase of $125,000 for the New Car Assessment Program.

Enforcement.—This program provides for the enforcement of programs described under the rulemaking activity, including manufacturer compliance with motor vehicle safety and fuel economy standards, ingestigation of safety-related defects, and surveillance of odometer tampering.

Highway safety.—This program provides technical support to States in the conduct of their safety programs, conducts demonstration programs emphasizing alcohol countermeasures and safety belt usage, and provides for the operation and improvement of the national driver register. In addition, the program will be involved in the implementation of the Federal motor vehicle safety standard 208 on occupant protection. Under the funding provided, the Committee expects that the full amount requested be available for the National Occupant Protection Program. The Committee does not concur with the House position which would reduce this very valuable effort by 55 percent from the budget request. The House has included $2,000,000 by transfer from

the Essential Air Services Program to evaluate the effectiveness of State laws. The Committee, however, does concur with the House position that more funds should be spent on the preparation and distribution of educational materials on passive restraints. The Committee directs that not less than $1,000,000 be available for the Passive Education Program.

The Committee remains very supportive of the Department's continuing to give a high priority to research and demonstration projects addressing the issue of accident prevention among children. The National Highway Traffic Safety Administration's own evaluation report on child restraint systems indicated that correctly used safety seats reduces childhood fatality risk by 71 percent and serious injury risk by 67 percent. Yet, there appears to be a significant problem in ensuring that families correctly use appropriate restraints; for example, NHTSA indicated that only 39 percent of safety seats used are done so in a correct fashion. The Committee accordingly directs the Department to fund several demonstration projects during this fiscal year and further, to develop a long-term strategy for addressing this problem in a systematic fashion.

The House provides an additional $500,000 above the budget request for the national driver register. Without prejudice to the program the Committee has not included funds above the $1,751,000 requested. In addition, $575,000 is included for the emergency medical services [EMS] improvement and support programs which does not include a set-aside of $150,000 for EMS improvements in Dade County, FL. Such improvements can be funded out of the State's 402 safety grant apportionment.

The Committee expects that the Highway Safety Alcohol Program be funded through the transfer of funds from the 408 Alcohol Safety Incentive Grants Program.

Research and analysis.—This program provides motor vehicle safety and highway safety research and development in support of all NHTSA programs, including the collection and analysis of data to identify safety problems, develop alternative solutions, and assess costs, benefits, and effectiveness. Major activities include crash worthiness research and support for the national accident sampling system and the fatal accident reporting system. The Committee, due to budget constraints, has not provided the additional funds for trauma research included in the House allowance. The Committee does this without prejudice to the proposal for the second year of a 3-year pilot project program to implement the recommendations of the National Academy of Sciences report "Injury in America."

Of the funds provided under this program, the Committee concurs with the House direction that additional funds be spent on heavy truck antilock brake research and the New Car Assessment Program. Within the $1,250,000 of funds provided for highway safety research—Occupant Protection Program, the Committee concurs with the House position that sets aside $200,000 for analysis of auto manufacturers' methods of meeting the crash protection requirements of FMVSS 208, and expects the report to be delivered to the House and Senate Committees on Appropriations by March 1, 1987.

Within this program, research and analysis, under the alcohol, drugs, and driving activity, the Committee concurs with the House providing funds for the Project TEAM (techniques for effective alcohol management for public assembly facilities) activities. The Committee funds this effort with a transfer of $1,500,000 from the 408 Alcohol Safety Incentive Grants Program.

General administration and Office of the Administrator.—Major activities include overall executive direction, planning, program evaluation, and implementation. The Committee agrees with the House position (section 320) which would delete all funds for the National Highway Safety Advisory Committee.

Highway Traffic Safety Grants

(Liquidation of Contract Authorization)

(Trust Fund)

Appropriations, 1986	($149,000,000)
Budget estimate, 1987	(118,000,000)
House allowance	(122,000,000)
Committee recommendation	(127,000,000)

Under the Highway Traffic Safety Grants Program, Federal grants are provided to the States to assist in the establishment and improvement of highway safety programs designed to reduce traffic deaths and injuries. Safety formula grants are apportioned to the States on the basis of population (75 percent), and public road mileage (25 percent). The program requires that the States match 25 percent of the Federal contribution with their own funds. Activities are centered predominantly on efforts that will control the drinking driver; increase the intensity of traffic law enforcement; improve the quality of emergency medical services; implement programs to increase seat belt usage; and improve the collection and analysis of traffic accident data. Incentive grants are also allocated to the States for alcohol safety programs.

The Committee recommends an appropriation for liquidation of contract authorization of $127,000,000 for the payment of obligations incurred in carrying out provisions of the State and Community Highway Safety Program (sec. 402), the Schoolbus Driver Training Program (sec. 406), the Alcohol Safety Incentives Grant Program (sec. 408), and the Safety and Education Information Grants Program (sec. 209). This is $9,000,000 more than the budget request and $5,000,000 more than the House allowance.

LIMITATION ON OBLIGATIONS (SEC. 402)

The Committee proposes a total limitation of $121,060,000 for obligations to be incurred under the Safety Formula Grants Program of section 402. This is the same as the House allowance and $11,060,000 more than the budget request.

ALCOHOL INCENTIVE GRANTS (SEC. 408)

The Committee proposes a total limitation of $17,900,000 for obligations to be incurred under the section 408 Alcohol Incentive Grants Program. This is the same as the budget request and $3,500,000 more than the House allowance.

SAFETY EDUCATION AND INFORMATION GRANTS (SEC. 209)

The Committee concurs with the House provision limiting the cumulative section 209 obligations at $4,750,000, and feels that pilot projects originally scheduled be continued.

OTHER PROVISIONS

The Committee has included bill language which limits the amount of funds available for grant administration to $4,900,000. This is the same as the budget request.

Bill language is also included which prohibits the use of highway safety grant funds for furnishings, fixtures, and structures.

The House has included bill language which rescinds $5,000,000 of the funds available for obligation for the section 408 alcohol safety incentive grants. The Committee does not concur with the House position and strikes this language. The Committee has included bill language which would transfer $5,000,000 of this grant authority and liquidating cash to the operations and research account of NHTSA. The Committee has earmarked these funds for those activities related to the Alcohol Safety Program, the Alcohol, Drugs, and Driving Research Program, and the Emergency Medical Services Counter Measure Program.

FEDERAL RAILROAD ADMINISTRATION

Summary of Fiscal Year 1987 Program

The Federal Railroad Administration became an operating administration within the Department of Transportation on April 1, 1967. It incorporated the Bureau of Railroad Safety from the Interstate Commerce Commission, the Office of High Speed Ground Transportation from the Department of Commerce, and the Alaska Railroad from the Department of the Interior. The Federal Railroad Administration is responsible for planning, developing, and administering programs to achieve safe operating and mechanical practices in the railroad industry. Grants to the National Railroad Passenger Corporation (Amtrak) and other financial assistance programs to rehabilitate and improve the railroad industry's physical plant are also administered by the Federal Railroad Administration.

The Committee recommends new appropriations totaling $663,902,000 for the activities of the Federal Railroad Administration for fiscal year 1987. This is $617,125,000 more than the budget request, $8,086,000 less than the amount provided for fiscal year 1986, and $27,810,000 less than the House allowance. These comparisons do not include transferred amounts.

The following table summarizes the Committee recommendations:

[In thousands of dollars]

Program	Fiscal year 1986 appropriation level	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Office of the Administrator	9,685	10,958	23,250	18,935
(By transfer)		(5,875)	(3,500)	(8,065)
Railroad safety	26,570	26,238	25,700	28,424
Railroad research and development	10,144	9,581	9,800	9,581
Rail service assistance	19,331	([1])	([1])	([1])
Northeast Corridor Improvement Program	11,962		16,962	11,962
Grants to Amtrak	562,237		602,000	591,000
(By transfer)	(28,500)		(11,000)	([3])
Railroad rehabilitation and improvement financing funds[2]	(3,828)			
Redeemable preference shares	32,059		9,000	4,000
Conrail commuter transition assistance			5,000	
(By transfer)	(5,000)			
Total	705,448	52,652	706,212	671,967

[1] Budget proposed consolidation with Office of the Administrator included under that account.
[2] Limitation on new loan guarantees.
[3] In addition, the Committee transfers unobligated balances of the section 702, Conrail Work Force Reducton Program, remaining on September 30, 1986.

Office of the Administrator

Appropriations, 1986	$9,685,000
Budget estimate, 1987	10,958,000
(By transfer)	(5,875,000)
House allowance	23,250,000
(By transfer)	(3,500,000)
Committee recommendation	18,935,000
(By transfer)	(8,065,000)

The Office of the Administrator provides support and guidance on critical issues concerning the railroad industry and the day-to-day operations of the Federal Railroad Administration. The appropriation includes budget activities, executive direction and administration and policy support aimed at resolving critical problems in the railroad industry. Beginning in fiscal year 1987, the budget proposed the consolidation of activities previously funded in the "Rail service assistance" account. Additional programs funded are (1) local rail service assistance grants—provides financial assistance to the States for rail planning; (2) administration and special projects—includes the salaries and related expenses for administering FRA's assistance programs; and (3) Washington Union Station—maintenance, operation, and rental or purchase of the historic building.

	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Local rail service assistance		$10,000,000	$10,000,000
Washington Union Station	$4,620,000	4,600,000	4,600,000
Contractual support	1,180,000	650,000	900,000
Salaries and expenses	11,033,000	11,500,000	11,500,000
Total appropriation	[1] 16,833,000	[2] 26,750,000	[3] 27,000,000
Positions	(196)	(204)	(204)

[1] Includes $4,565,000 transfer from Conrail workforce reduction (sec. 702) and $1,310,000 from rail service assistance.
[2] Includes $3,500,000 transfer from rail service assistance
[3] Includes $3,500,000 transfer from rail service assistance and a $4,565,000 transfer from Conrail work force reduction (sec. 702).

LOCAL RAIL SERVICE ASSISTANCE PROGRAM

The local rail service assistance [LRSA] program was established by the Regional Rail Reorganization Act of 1973 to provide financial support to States for the continuation of rail freight service on abandoned light density lines in the Northeast. The Railroad Revitalization and Regulatory Reform Act of 1976 expanded the program to all States. In 1978 the program was further amended to allow capital assistance for rehabilitation prior to, rather than after abandonment. Amendments in 1981 prohibited the use of these funds for operating subsidies.

The existing program focuses on planning and track rehabilitation and requires a Federal/State matching ratio of 70/30 percent.

The Committee has included $10,000,000 for the section 803 Local Rail Service Assistance Program. This is the fully authorized level and the same amount as provided by the House. The administration did not request any funds for this activity. In addition, the Committee has included bill language that requires $7,500,000 of the $10,000,000 be made available on a discretionary basis, and includes the House provision which requires a State to expend LRSA funds granted through fiscal year 1981 before it can apply for fiscal year 1987. The remaining funds, $2,500,000, are distributed by formula to the States to support the States' planning efforts.

The Committee disagrees with the House report language which earmarks $800,000 for a Detroit and Mackinac railway project and $1,000,000 for various rail rehabilitation work in Massachusetts. These two earmarks alone would set aside almost one-quarter of the total discretionary funds available in fiscal year 1987.

WASHINGTON UNION STATION

The Committee level of $4,600,000 will be used for rental, maintenance, operation, and security services. The Committee has included bill language similar to that included in previous years that requires the Secretary to notify the House and Senate Appropriations Committees before any action is taken regarding the disposition of Union Station.

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LABOR/MANAGEMENT PRACTICES

Funding for labor/management cooperative projects in the rail industry will be derived from carryover funds provided in prior years.

SALARIES AND EXPENSES

The Committee level of $11,500,000 for salaries and expenses should be sufficient to cover necessary activities, including the funding for freight assistance monitoring available from prior years' appropriations.

Included in the Committee recommendation is the restoration of positions associated with Amtrak monitoring and administering the Local Rail Service Assistance Program.

RAIL SERVICE ASSISTANCE

Appropriations, 1986	$19,331,000
Budget estimate, 1987	.....
House allowance	.....
Committee recommendation	.....

These activities are funded under the activity "Office of the Administrator."

RAILROAD SAFETY

Appropriations, 1986	$26,570,000
Budget estimate, 1987	[1] 26,238,000
House allowance	25,700,000
Committee recommendation	28,424,000

[1] In addition, the administration budget request includes $9,581,000 for railroad research and development.

This appropriation finances the development, administration, and enforcement of programs designed to achieve safe operating and mechanical practices in the railroad industry.

The Committee recommends a $28,424,000 program level for the Railroad Safety Program. This is $2,186,000 above the budget request and $2,724,000 above that recommended by the House.

These funds are intended to be distributed as follows:

	Fiscal year 1987 budget estimate	House allowance	Committee recommendations
Federal enforcement (field inspectors)	$22,364,000	$22,050,000	$22,050,000
Permanent positions	(385)	(379)	(379)
Grants-in-aid for railroad safety	.....	.....	$2,700,000
Automated track inspection	$200,000	[1] ($1,000,000)	[1] ($1,000,000)
Regulation and administration	$3,674,000	$3,650,000	$3,674,000
Permanent positions	(64)	(64)	(64)
Total appropriation	$26,238,000	$25,700,000	$28,424,000

[1] From carryover funds.

FEDERAL ENFORCEMENT PROGRAM

The Federal Enforcement Program provides salaries and related expenses of safety field operations located throughout the United States. Federal inspectors monitor railroads for compliance with Federal rail safety laws. Inspectors also conduct railroad accident investigations. The Committee recommends a $22,050,000 funding level for fiscal year 1987. The Committee expects that this is sufficient to fund the personnel level of 379, and provide sufficient travel funds so that inspectors would have approximately 15 travel days per month.

The Committee, like the House, has not provided for the six additional management positions requested by the administration. The decision on this request will be made upon receipt of the staffing standards study that is now being conducted. In addition, the Committee, after review of the October 1985, "Report of the Safety Review Task Force on Federal Railroad Administration Safety Programs," believes that FRA must allocate its inspectors according to projected accident rates and future risks assessments. Also, a methodology for tracking and measuring regional performance is necessary.

The Committee is also concerned with safety in the railroad yards especially with regard to hazardous materials and emergency preparedness. The Committee directs that the FRA report to the House and Senate Committees on Appropriations by April 1, 1987, on the National Transportation Safety Board's April 1985 report on "Railroad Yard Safety—Hazardous Materials and Emergency Preparedness," report No. SIR–85–02.

ACCOUNT MERGER

The Committee has not included the administration's request to merge the "Railroad safety" account with FRA's research and development activities.

GRANTS-IN-AID FOR RAILROAD SAFETY

The rail safety grants-in-aid were authorized by section 206 of the Federal Railroad Safety Act of 1970, as amended. This program forms a Federal/State program, in which States are reimbursed for 50 percent of salaries and expenses incurred for State safety inspectors. The Committee recommends an appropriation of $2,700,000 for this program. There was no budget request. The Committee believes that in many States this program provides a valuable service and should be funded. It is expected that under the funding provided, there will be some adjustments to the existing program. The Committee is concerned that the vital functions performed are maintained and expects the FRA to employ the funds in the most efficient manner. The budget did not request any funds for this activity and the House did not provide any funds.

Railroad Research and Development

Appropriations, 1986	$10,144,000
Budget estimate, 1987	[1] 9,581,000
House allowance	9,800,000
Committee recommendation	9,581,000

[1] Proposed for merger into "Railroad safety" account.

The Federal Railroad Administration's Railroad Research and Development Program plans and conducts research aimed at improving the safety of train operations. Research and development in the Federal Railroad Administration is performed under a single program, railroad technology research. This program will address research in (1) equipment operations and hazardous materials safety, (2) track safety, and (3) track/train safety testing.

The Committee recommends an appropriation of $9,581,000 for railroad research and development. This is the same as the budget request and $219,000 below the House allowance.

The Committee has included bill language which allows $200,000 together with funds made available in fiscal year 1986 to support, by contract or financial assistance agreement, the development of railroad-community-police grade crossing safety education programs. The House allowance included $200,000 of new funds for this activity.

Northeast Corridor Improvement Program

Appropriations, 1986	$11,962,000
Budget estimate, 1987	
House allowance	16,962,000
Committee recommendation	11,962,000

Title VII of the 4R Act of 1976, as amended, provides for the upgrading of the Northeast corridor between Boston, MA, and Washington, DC. The law requires upgrading of the corridor to facilitate the provision of safe, dependable, rail passenger service and faster trip times. Pursuant to amendments of the 4R Act in 1980, the major improvement work has been redirected toward the most heavily traveled segments of the corridor and emphasizes safety and reliability. Through fiscal year 1986 the total amount appropriated for this program had been $2,295,562,000. No further funding has been requested by the Administration.

The Committee provides an additional $11,962,000 for Northeast corridor activities. These funds are to be distributed as follows:

Warren Street Bridge	$3,600,000
New York tunnels: Electrical and mechanical	4,800,000
Concrete ties	3,562,000

The House report provides $10,000,000 for cost overruns associated with work at South Station in Boston, MA. The Committee has not received any request for these funds, nor has it received any information regarding the problems at the South Station that caused these overruns.

The Committee expects that any deviation from the distribution listed above be accomplished through the normal reprogramming process.

CONRAIL LABOR PROTECTION

The Committee has included bill language which transfers funds from the section 702, Conrail Workforce Reduction Program. The report accompanying the DOT and Related Agencies Appropriation Act, 1986, directed the Department to make arrangements with Conrail to assume full financial responsibility for payments due its employees under sections 701 and 702 of the Regional Rail Reorganization Act of 1973, as amended.

The bill language absolves the Federal Government from any further financial liability under title VII. Conrail will assume full financial responsibility for labor protection after September 30, 1986. On that date, $4,565,000 of the unobligated balances in the section 702 program will be transferred to the Office of the Administrator, and the remaining balance is transferred to the National Railroad Passenger Corporation.

GRANTS TO NATIONAL RAILROAD PASSENGER CORPORATION (AMTRAK)

Appropriations, 1986	$562,237,000
(By transfer)	(28,500,000)
Budget estimate, 1987	.....
House allowance	602,000,000
(By transfer)	(11,000,000)
Committee recommendation	[1] 591,000,000

[1] The bill also includes language which makes available the balances unobligated on September 30, 1986, in the section 702, Conrail Work Force Reduction Program, except for $4,565,000 transferred to the Office of the FRA Administrator.

The National Railroad Passenger Corporation (Amtrak) has been provided Federal assistance through the Department of Transportation since Amtrak's inception in May 1971, to support a national rail passenger system. This assistance has been in the form of grants for capital improvements, operating subsidies, cost sharing for intra-state rail services, and funds for labor protection costs associated with the discontinuance of rail passenger service.

The Administration did not request any funding for this program in fiscal year 1987.

In addition to the new appropriation of $591,000,000, the Committee transfers those unobligated balances that remain in the section 702, "Conrail work force reduction" account on September 30, 1986. It is estimated that the amount available for Amtrak will be between $3,200,000 and $5,700,000. This is the estimated balance after a transfer of $4,565,000 of section 702 funds to the Office of the Administrator.

Railroad Rehabilitation and Improvement Financing Funds

(LIMITATION ON NEW LOAN GUARANTEES)

Limitation, 1986	($3,828,000)
Budget estimate, 1987	.....
House allowance	.....
Committee recommendation	.....

Section 511 of Public Law 94–210, as amended, authorizes obligation guarantees for meeting the long-term needs of the railroads. Railroads utilize this funding mechanism to finance major new facilities and rehabilitation or consolidation of current facilities. The Committee recommends that no new loan guarantees be made during fiscal year 1987, and has included bill language prohibiting all new loan guarantees. This is the same as the budget request and that provided by the House.

Redeemable Preference Shares Appropriation

(AUTHORITY TO BORROW)

Appropriations, 1986	$32,059,000
Budget estimate, 1987	.....
House allowance	9,000,000
Committee recommendation	4,000,000

Section 505 of the Railroad Revitalization and Regulatory Reform Act of 1976, as amended, authorizes the Secretary of Treasury to purchase fund anticipation notes from the Secretary of Transportation, which funds will be used to purchase redeemable preference shares from railroads to provide for capital needs to preserve rail freight services. No funds were requested for this program in 1987.

The Committee recommends that $4,000,000 be available in fiscal year 1987 for this program which is $5,000,000 below that provided by the House. The Committee directs that the $4,000,000 be available for use in conjunction with the I–95 rehabilitation detour project in Florida which connects the Tri-County commuter rail system with the Dade County metrorail system. In addition to this earmark, the House has included funds for a project in Massachusetts and Vermont involving the Central Vermont Railroad. The Committee has not included funds for that project.

Conrail Commuter Transition Assistance

Appropriations, 1986	.....
(By transfer)	($5,000,000)
Budget estimate, 1987	.....
House allowance	5,000,000
Committee recommendation	.....

The House includes $5,000,000 to assist in bridge rehabilitation work for Conrail commuter rail bridges transferred to local authorities pursuant to the Northeast Rail Service Act [NERSA]. There was no budget request for this activity and the Committee does not recommend any additional funding. The House directs that these funds be available to the Southeast Pennsylvania Transit Authority [SEPTA] for the rehabili-

tation and/or reconstruction of bridges. The Committee expects that transit commuter projects like these can be accommodated through the Urban Mass Transportation Administration's Rail Modernization Program.

URBAN MASS TRANSPORTATION ADMINISTRATION

Summary of Fiscal Year 1987 Program

The Urban Mass Transportation Administration was established as a component of the Department of Transportation by Reorganization Plan No. 2 of 1968, effective July 1, 1968, which transferred most of the functions and programs under the Urban Mass Transportation Act of 1964, as amended (78 Stat. 302; 49 U.S.C. 1601 et seq.), from the Department of Housing and Urban Development.

The missions of the Urban Mass Transportation Administration are: to assist in the development of improved mass transportation facilities, equipment, techniques, and methods; to encourage the planning and establishment of urban mass transportation services needed for economical and desirable urban development; to provide mobility for transit dependents; to maximize productivity of urban transportation systems; and to provide assistance to State and local governments and their instrumentalities in financing such services and systems.

Under the Committee recommendations, a total program level of $3,423,400,000 would be provided for the activities of the Urban Mass Transportation Administration for fiscal year 1987. This is $2,203,400,000 more than the budget request and $57,439,000 less than the House allowance.

The Committee's recommended funding levels assume enactment of reauthorizing legislation which provides from the transit trust fund the contract authority for the section 3 discretionary grants program. All the other programs receive direct appropriations from the general fund.

The following table summarizes the Committee's recommendations:

[In thousands of dollars]

Program	Fiscal year 1986 program level	Fiscal year 1987 budget estimate	House allowance	Committee recommendation
Administrative expenses	28,710	[1](26,800)	31,000	31,000
Research training and human resources	16,652	[1](19,500)	17,600	17,400
Formula grants	2,057,000		2,000,000	2,000,000
Discretionary grants limitation on obligations	1,000,543		1,015,000	990,000
Transportation block grants—Limitation on obligations		1,220,000		
Interstate transfer grants—transit	191,400		200,000	200,000
Washington Metro	217,239		217,239	185,000
Total	3,512,094	1,220,000	3,480,839	3,423,400

[1] Included as a limitation in Transportation block grants—Transit.

ADMINISTRATIVE EXPENSES

Appropriations, 1986	$28,710,000
Budget estimate, 1987	[1](26,800,000)
House allowance	31,000,000
Committee recommendation	31,000,000

[1] Included as a limitation in Transportation Block Grants—Transit.

The Committee recommends a total of $31,000,000, the same as the House allowance. The original request for administrative expenses was predicated on the reduction of 101 full-time equivalents from the fiscal year 1986 level of 490. This request assumed major program reductions, the creation of a new formula Transportation Block Grants—Transit Program, and the transfer of the Interstate Substitution Program to the Highway Trust Fund.

Under the recommended funding level the Committee provides for 455 full-time equivalent equivalents which is the same as the House allowance and 66 positions above that requested. The provision of these positions assumes continuation of existing programs.

The Committee has not included the House bill language which restricts the funds available for the Office of the Administrator to $560,000. Similar language was included, at the House's request, in the fiscal year 1986 appropriations providing a limitation of $650,000.

PRIVATIZATION—COMPETITION

In title III, general provisions, the House has included bill language that states none of the funds in this act shall be used to enforce any rules, policies, or guidelines that seek to delay transit grants or condition their award on the means that providers of transit service are selected.

The Committee reiterates the position it took in last year's statement of managers accompanying the continuing appropriations for fiscal year 1986, that the extent of private sector involvement in the provision of public transit is best decided at the local level, that there should be no quotas affecting local programs, and that conditioning funding on a certain level of involvement is not consistent with the Urban Mass Transportation Act of 1964, as amended.

The Committee has included bill language, which it believes, makes it clear that no funds under this act could be used to restrict or infringe upon the ability of recipients of Federal transit funds to select, through a competitive process, service providers or to contract with private entities for the provision of services. UMTA has established an expedited process for the quarterly release of its formula funds. At the same time, it has encouraged recipients of Federal transit funds to consider the benefits of putting transit services out to competitive bid. This provision would make it clear that recipients would be free to determine for themselves if services could be competitively bid and contracted out to private operators.

It is the Committee's understanding that the purpose of UMTA's October 1984 and January 1986 policy statements on private sector par-

ticipation was to emphasize UMTA's and grantees' statutory responsibilites under sections 3(e), 8(e), and 9(f) of the UMTA Act of 1964, as amended.

Section 3(e) of the UMT Act states that "no financial assistance shall be provided under this act [for taking over private companies or providing service in competition with or supplementary to an existing private company] * * * unless * * * the Secretary finds that such program, to the maximum extent feasible, provides for the participation of private mass transportation companies." (Enacted 1964.)

Section 8(e) states that "the plans and programs required by this section shall encourage to the maximum extent feasible the participation of private enterprise." (Enacted 1964 as 4(a)—became 8(e) 1978.)

Section 9(f) states that "each recipient shall * * * (2) develop a proposed program of projects concerning activities to be funded in consultation with interested parties, including private transportation providers * * * and (3) publish a proposed program of projects in such a manner to afford * * * private transportation providers * * * an opportunity to examine its content and to submit comments on the proposed program of projects and on the performance of the recipient." (Enacted 1982 when section 9 program created.)

UMTA's Office of Private Sector Initiatives should be primarily a source of information to facilitate private sector involvement in urban mass transit. The Committee does not believe that this office should be regulating the local transit planning or decisionmaking process or giving priority to or otherwise basing the release or allocation of Federal assistance on the nature of the local planning or decisionmaking process, or the decisions made at the local level as to the provision of mass transit services or functions, and has included a general provision to that effect.

The Committee firmly believes that the final decision regarding provision of service rests with the grantee. In addition, changes or modifications to the above cited sections can be accomplished only through the legislative process in considering the basic enabling legislation in which these sections are found. Section 322 emphasizes that it is not the intent to supercede or override the existing statutory provisions relating to the private sector—sections 3(e), 8(e), and 9(f) of the Urban Mass Transportation Act. Nor is it the intent of the section to affect or limit the Administrator's existing authority to allocate funds under the section 3 discretionary program. Rather, in an effort to respond to concerns that UMTA has overstepped its legal authority by explicitly conditioning section 9 grants on private sector involvement, it is the intent of the Committee to make clear that such a conditioning of formula grants cannot occur. The Committee wants to be certain that UMTA does not exceed its current statutory authority as it implements its private sector initiatives.

PAN AMERICAN GAMES

In August 1987, the Pan American Games will require a fleet of several hundred buses to transport athletes, judges, and spectators in and around Indianapolis, IN. The demands on both the public and private bus operators will be great. Complicating this situation will be the need for tight security.

Therefore, the Committee would expect the UMTA Administrator to retain authority to provide exemptions to any new regulations which would prevent public transit authorities from engaging in charter bus operations where extraordinary circumstances necessitated such exemptions. For example, the 1987 Pan American Games should be permitted to utilize the services of the Indianapolis Public Transportation Corp., in meeting the extraordinary transit needs of that international competition.

BOSTON SEAPORT

The Committee is aware of an innovative mass transportation project planned for the Boston Seaport. A monorail, designed in Florida and built in Vermont, would be constructed in Boston. Ninety-six percent of the capital costs and 100 percent of operating costs for the project will be funded from private sources.

The Committee encourages the Urban Mass Transportation Administration to assist Seaport Monorail, Inc., a nonprofit entity, in conjunction with officials of the city of Boston, to demonstrate the potential of combined public and private sector initiatives to provide mass transportation.

CONSTRUCTION MANAGEMENT OVERSIGHT

The Committee has included bill language similar to that included in the continuing appropriations bill for fiscal year 1986 regarding construction management. The language allows up to one-half of 1 percent of the funds made available for UMTA discretionary grants, formula grants, interstate transfer-transit grants, and Washington Metro grants for contracts related to project management oversight functions on behalf of the Federal Government.

RESEARCH, TRAINING, AND HUMAN RESOURCES

Appropriations, 1986	$16,652,000
Budget estimate, 1987	([1] 19,500,000)
House allowance	17,600,000
Committee recommendation	17,400,000

[1] Included as a limitation in Transportation Block Grants—Transit.

The Research and training activity, authorized by the Urban Mass Transportation Act of 1964, as amended, provides for grants and contracts for the purpose of developing, testing, and demonstrating new facilities, equipment, techniques, and methods (operational and managerial). Also funded are grants to public bodies to provide for advanced

training of personnel in the mass transportation field, grants to public and private, nonprofit institutions to assist in establishing or continuing programs which combine professional training and research in the field of mass transportation, and projects that address human resource needs as they apply to public transportation activities.

The bill includes $17,400,000 for these research and training activities, which is $200,000 less than the House amount and $2,100,000 less than the budget request.

The following table summarizes the Committee recommendations, budget request, House allowance, and last year's level:

[In thousands of dollars]

Program	Fiscal year 1986 appropriation	Fiscal year 1987 budget estimate	House allowance	Committee recommendation
Research and technical assistance	11,006	16,000	14,100	13,900
Service and methods	4,019			
Management training		500	500	500
University research	191	1,000	1,000	1,000
Human resources	1,436	2,000	2,000	2,000
Total	16,652	19,500	17,600	17,400

Within the funds provided, the Committee expects that $800,000 be available for continuation of the Fuel Cell Bus Development Program, as also provided in the House report language. The Committee understands that the Secretary of Transportation will necessarily enter into agreements with the Secretary of Energy to coordinate research activities in this area.

Formula Grants

Appropriations, 1986	$2,057,550,000
Budget estimate, 1987	
House allowance	2,000,000,000
Committee recommendation	2,000,000,000

The Formula Grant Program is authorized by sections 9 and 18 of the Urban Mass Transportation Act of 1964, as amended by the Surface Transportation Assistance Act of 1982. It provides grants on the basis of a formula to State and local agencies for mass transportation operating and capital expenses.

The budget request proposed that this program be replaced with a Transportation Block Grants—Transit Program that would be funded from the "Mass transit" account of the Highway Trust Fund. Legislation necessary to implement the changes requested by the administration has not been enacted.

The Committee recommends $2,000,000,000 for continuation of the existing Formula Grant Program. This is the same as the House allowance and $57,550,000 less than that provided in fiscal year 1986.

The Committee has included bill language which provides a total of $75,004,830 in fiscal year 1987 for nonurbanized, section 18, areas. This

is done by setting aside $16,900,000 for the purposes of section 18, before the apportionment of the remaining $1,983,100,000 in formula funds.

The balance of $1,983,100,000 recommended by the Committee would be distributed using the formula distributions in current law and would, therefore, be distributed as follows:

—Urbanized areas with a population of 200,000 or more: These areas would receive $1,753,655,330, or 88.43 percent of the total. Of this amount, two-thirds is apportioned using a bus-tier formula and one-third is apportioned using a rail-tier formula.

—Urbanized areas with populations less than 200,000: These areas would receive $171,339,840, or 8.64 percent of the total recommended.

—Nonurbanized areas: These areas would receive $58,104,830, or 2.93 percent of the total recommended.

Operating Assistance

The Committee has included bill language limiting operating subsidies. Existing law governing this activity is the Surface Transportation Assistance Act of 1982 (Public Law 97–424). New legislation regarding this program has not been considered by the necessary authorization committee on the Senate side.

In order to meet the assumptions of the fiscal year 1987 budget resolution, the Committee has included bill language which would cut operating assistance 5 percent from the fiscal year 1986 amount. Funds available for operating assistance would, therefore, be reduced by $43,438,159, so that no more than $825,325,016 would be available for operating assistance. The reduction in operating assistance would be limited to urbanized areas with a population of 1 million or more. The amount of operating assistance available to those areas would be $541,376,486.

The Committee directs UMTA to work with small urban and rural areas to ensure the timely processing and obligation of funds available under sections 9 and 18.

GENERAL PROVISION

The Committee has included bill language, also included in the House bill, which prohibits the use of funds for the proposed Woodward light rail system until a local source for operating funds is approved. Similar language was included in last years bill.

Transportation Block Grants—Transit

(Liquidation of Contract Authority) (Trust Fund)

Appropriations, 1986	
Budget estimate, 1987	($264,625,000)
House allowance	
Committee recommendation	

The budget request for fiscal year 1987 funding under this account is predicated on the enactment of legislation which establishes a new Transportation Block Grants—Transit Program. This legislation has not been considered by the appropriate authorizing committee. Funds to liquidate the contractual obligations of the existing Grant Program are shown with the appropriate account. The administration's budget request for the Transit Block Grants Program was $1,220,000,000.

Discretionary Grants (Limitation on Obligations)

Appropriations, 1986	($1,000,543,000)
Budget estimate, 1987	
House allowance	(1,015,000,000)
Committee recommendation	(990,000,000)

Beginning in fiscal year 1984, funds for this program were derived exclusively from user fee revenue made available to the mass transit account of the highway trust fund established by the Surface Transportation Assistance Act of 1982.

Section 3 of the Urban Mass Transportation Act of 1964, as amended (49 U.S.C. 1601 et seq.), authorizes the Urban Mass Transportation Administration to make discretionary grants or loans to States and local public bodies and agencies thereof to be used in financing mass transportation investments. Such investments may include construction of new fixed guideway systems; extensions to existing guideway systems; major bus fleet expansions; capital grants for emergency repairs to transit facilities resulting from natural disasters; deployment of new technology; innovative transit demonstrations projects; and technical planning assistance.

The Committee recommends an obligation limitation of $990,000,000. This is $25,000,000 less than the level recommended by the House. There was no budget request for this appropriation. The budget proposed that this program be replaced with a Transportation Block Grants—Transit Program that would be funded from the "Mass transit" account of the Highway Trust Fund.

The following table summarizes the Committee recommendations:

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[In thousands of dollars]

	House allowance	Committee recommendations
Bus and bus facilities	140,000	140,000
Existing rail modernization and extensions	420,000	400,000
New systems and new extensions	370,000	360,000
Planning	45,000	45,000
Elderly and handicapped	35,000	35,000
Innovative techniques and technology introduction	5,000	10,000
Total	1,015,000	990,000

BUS AND BUS FACILITIES

The bill includes $140,000,000 under this heading for the purchase of buses, bus related equipment and paratransit vehicles and for the construction of bus-related facilities. This amount is the same as the House allowance. These funds will assist in the replacement of many over-age buses in cities of all sizes, permit the expansion of bus service to accommodate community transit needs, help finance appropriate bus maintenance facility modernization or construction, assist in bus rehabilitation, and assist in the purchase of support equipment.

The Committee does not include and takes exception to the House report language that earmarks $2,831,000 for a new bus garage and maintenance facility for the Montachusett Area Regional Transit Authority. The Committee recognizes and understands that the Committees on Appropriations have the right to include such earmarks in the discretionary grant category. The Committee believes that worthwhile projects, through report language, can be brought to the attention of the administration for favorable and expeditious treatment.

Accordingly, the Committee directs the Administrator to give priority consideration to the grant request from Juneau, AK, for section 3, bus funding. Such a grant may cover new buses, modifications to the existing maintenance facility, and new bus shelters. Rural and small urban areas, like Juneau, receive a disproportionately small amount of transit funding relative to the taxes they have contributed to the Mass Transit Trust Fund. The Committee was encouraged by the responses of the UMTA Administrator on this subject during the spring hearings, and expects equitable treatment for the capital requests from the small urban and rural areas.

In addition, the Committee reiterates prior report language regarding the scheduled bus payment to Portland, OR, under a 1982 letter of intent to be funded out of section 3. The Committee expects UMTA to honor this commitment and directs that these funds should be made available without prejudice to the region competing equally with other cities for additional funds.

The Committee also directs the Administrator to give priority consideration to the Niagara Frontier Transportation Authority's request for funds to construct and equip the Cold Spring bus garage in Buffalo, NY.

EXISTING RAIL MODERNIZATION AND EXTENSIONS

The Committee recommends a total of $400,000,000 for the modernization and extension of existing rail transit systems. The Committee recommendation is $20,000,000 below the House allowance. The administration's budget request would have distributed funds for bus activities through a formula.

Funding for this program primarily benefits the existing rail transit systems of New York, Chicago, Philadelphia, northeast New Jersey, Boston, San Francisco, Pittsburgh, and Cleveland. Other cities with rail systems can and have participated in the program.

The Committee has not included bill language, general provision section 323 of the House bill, which allocates $9,001,532 to the city of Philadelphia for extraordinary costs incurred in the construction of the center city commuter connection. The Committee does this without prejudice to resolution of the matter between UMTA and city officials, and agrees with the House report language that directs a speedy resolution of the city's claim.

The Committee does not agree with the House report language which earmarks out of this program $40,000,000, or 10 percent of the total available, for extension and completion of full electrified service on the Long Island Railroad's Port Jefferson line east of Northport. The Committee believes that this project, if worthwhile, can successfully compete with all the others applying for rail modernization and extension funding.

Within the amount provided, the Committee directs that priority consideration be given to completion of the San Francisco Municipal Railway Embarcadero Station turnaround and breakout project. In addition, the Committee recognizes that Southeastern Pennsylvania Transportation Authority [SEPTA] has experienced problems with safety and directs that priority consideration for discretionary capital grants that would enhance the safety of commuter operations in this area be given to SEPTA for fiscal year 1987.

NEW SYSTEMS

The Committee suggests the allocations below, as compared to House earmarks, for preliminary engineering, right-of-way acquisition, new systems construction, and extensions. The Committee recommendation is $10,000,000 below the House allowance.

The following table summarizes the Committee recommendations compared to the House allowance:

[In thousands of dollars]

City and project	House allowance	Committee recommendation
Portland (light rail)	1,300	1,300
Seattle (bus tunnel)	67,870	67,870
Miami	16,000	8,000
Santa Clara (light rail)	18,450	18,450
Atlanta (rail construction)	90,000	92,170
Los Angeles (rail construction)	110,000	105,830
Houston (busways)	47,000	47,000
St. Louis (light rail)	12,830	12,830
Denver (busway)	6,550	6,550
Total	370,000	360,000

The Committee expects that the amount recommended for the Banfield light rail project in Portland, OR, to substantially complete the project. Should justifiable additional expenses be required, the Committee expects section 3 funds to be provided as necessary. The Committee provided funding in fiscal year 1986 to be utilized for several projects associated with the Banfield Light Rail Project. Despite the provision of moneys for the specific grant elements to be pursued with those funds, no approval has been forthcoming from UMTA. Therefore, the Committee directs UMTA to give approval to those specific grant elements.

The Committee concurs with the House report language which directs the Secretary of Transportation to begin negotiations with appropriate government officials representing the St. Louis light rail transit project, Metro link, regarding a full funding contract.

The Committee commends the Niagara Frontier Transportation [NFTA] and the Urban Mass Transportation Administration [UMTA] for their efforts to control costs on the Buffalo light rail rapid transit project. It is the Committee's position that the NFTA and UMTA should undertake a review of the remaining costs to be obligated for this project, including those associated with completing all construction as well as current and potential claims, and that the two agencies reach an agreement for financing the remaining costs with Federal and local funding.

The Committee has reduced the section 3 earmark for Miami and Los Angeles below the level provided by the House without prejudice. The Committee will monitor all new start projects future needs and ability to obligate funds and consider future appropriations on these grounds.

PLANNING AND TECHNICAL STUDIES

The Committee recommends that $45,000 be appropriated for planning and technical studies. This is the same as the House allowance. The major activities funded under this heading include short range transportation system management and transportation improvement programs, alternatives analysis studies, and energy conservation and contin-

gency planning. Out of the discretionary funds available to the Administrator for planning and technical studies, the Committee directs that UMTA conduct the study called for in the House Report No. 99–696, page 116, regarding the economic costs to society of not providing specialized transportation services to the elderly and handicapped.

INNOVATIVE TECHNIQUES AND TECHNOLOGY INTRODUCTION

The Committee recommends that a total of $10,000,000 be appropriated for innovative techniques and technology introduction. This is the same amount as that recommended by the House. The Committee directs UMTA to fund meritorious projects in either innovative techniques or technology introduction.

The Committee directs that $5,000,000 of the $10,000,000 be used for the establishment of a rural transit assistance program [RTAP], as part of the section 4(i) effort. The Committee expects that to best coordinate the implementation of the RTAP effort, UMTA establish suitable offices to centralize responsibility for transit research, technical assistance, training, and related support services. The Committee firmly believes that it is essential to centralize within UMTA the responsibility for a coordinated program of assistance to smaller cities and nonurbanized areas.

In the 1984 section 310 report to Congress on the Nation's public transit systems, suitable, verifiable data on rural and specialized transit services was lacking. The Committee expects that future section 310 reports include information on the status of public transportation in smaller and rural communities and expects that UMTA continue to maintain and expand the data base currently being developed for this purpose.

ELDERLY AND HANDICAPPED

The Committee recommends that $35,000,000 be appropriated for the Elderly and Handicapped Program, section 16(b)(2) of the Urban Mass Transportation Act. This is the same as the House allowance.

(LIQUIDATION OF CONTRACT AUTHORIZATION) (TRUST FUND)

Appropriations, 1986	($775,000,000)
Budget estimate, 1987	[1](950,000,000)
House allowance	(950,000,000)
Committee recommendation	(1,100,000,000)

[1] Does not include $150,000,000 for liquidation of fiscal year 1987 contract authority, which the administration proposes under formula grants.

The bill includes $950,000,000 to liquidate obligations incurred under contract authority provided in the Surface Transportation Assistance Act of 1982 under section 21 (a)(2) of the Urban Mass Transportation Act of 1964, as amended (48 U.S.C. 1601 et seq.). In addition to these funds which would liquidate previous years' obligations, the Committee has included $150,000,000 to liquidate obligations incurred in fiscal year 1987.

Interstate Transfer Grants—Transit

Appropriations, 1986	$191,400,000
(By transfer)	(18,750,000)
Budget estimate, 1987	.....
House allowance	200,000,000
Committee recommendation	200,000,000

Grants under this activity are authorized by the Federal-Aid Highway Act of 1973 and amended by subsequent amendments to the Federal-Aid Highway Act and the Surface Transportation Assistance Acts of 1978 and 1982. Under current law, 50 percent of the interstate transfer transit funds are to be distributed on a formula basis. No funds were requested for this program in the 1987 budget. Funds for this activity under the administration's proposal would be from the transportation block grant.

The bill includes $200,000,000 for transit projects which have been substituted for interstate highway segments. This is the same as the House allowance.

The Committee directs the following discretionary allocations.

Area	Formula	Discretionary	Total
Sacramento	$307,000	.....	$307,000
San Francisco	5,658,000	.....	5,658,000
Killingly	25,000	.....	25,000
Hartford-New Britain	1,268,000	.....	1,268,000
Washington, DC	394,000	.....	394,000
Chicago	29,776,000	$51,673,423	81,449,423
Indianapolis	100,000	949,623	1,049,623
Waterloo	893,000	.....	893,000
Baltimore	18,482,000	.....	18,482,000
Boston	2,702,000	15,000,000	17,702,000
Fall River	64,000	.....	64,000
Duluth	160,000	.....	160,000
New Jersey	163,000	1,558,954	1,721,954
Albany	109,000	.....	109,000
New York City	33,202,000	20,000,000	53,202,000
Cleveland	1,582,000	10,818,000	12,400,000
Portland	731,000	.....	731,000
Rhode Island	2,560,000	.....	2,560,000
Memphis	1,824,000	.....	1,824,000
Total	100,000,000	100,000,000	200,000,000

Washington Metro

Appropriations, 1986	$217,239,000
Budget estimate, 1987	.....
House allowance	217,239,000
Committee recommendation	185,000,000

Public Law 96-184 (Stark-Harris legislation) enacted January 3, 1980, authorizes a total of $1,700,000,000 for construction on the Washington Metrorail System. No funds were requested for this program in the 1987 budget request

The Committee recommends $185,000,000 be appropriated for the Washington, DC, Metrorail System from this account. This amount is $185,000,000 more than the budget request and $32,239,000 below the amount recommended by the House.

In light of the budget constraints facing the Congress, the Committee believes that this amount, along with $392,000,000 in recently released 1985 and 1986 appropriations and over $200,000,000 of unobligated sums from previous appropriations, is sufficient to continue construction of the system during this year.

The Committee is pleased that the Washington Metropolitan Area Transit Authority [WMATA] and the Urban Mass Transportation Administration [UMTA] on July 16, 1986, entered into a full funding contract that provides for the completion of the inner Green Line from U Street to Anacostia using appropriations from fiscal years 1985 and 1986. The Committee expects that work on this segment of the Metrorail system that provides service to the most transit-dependent portion of the Washington metropolitan area will not be further delayed.

The Committee is encouraged that a plan is now in place that provides full funding of at least 84.8 miles of the Metrorail system even if no additional Federal funding is appropriated. However, the Committee reiterates its concern that WMATA make every effort to secure a dedicated local source of revenue to provide for the completion of the proposed 103-mile Metrorail system regardless of the level of future Federal funding. The Committee previously directed WMATA and UMTA to develop a plan before the fiscal year 1987 budget hearing for system alternatives and the necessary funding authorization. Since such a plan has not been provided, the Committee directs that WMATA and UMTA provide to the House and Senate Appropriations Committees by March 1, 1987, a funding plan for the proposed 103-mile system or other system alternatives under consideration which identifies the anticipated sources of funding.

Based on information provided by the Department of Transportation, it is expected that, of the funds provided, approximately $55,000,000 will be used in fiscal year 1987 to cover management activities and insurance costs. The construction schedule does not contemplate any construction activity on phase II, the segment from Prince George's Plaza to College Park. The Committee has, in effect, provided $130,000,000 in advance of actual ability to place under contract phase II construction activities.

ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION

(LIMITATION ON ADMINISTRATIVE EXPENSES)

Limitation, 1986	($1,834,000)
Budget estimate, 1987	(1,990,000)
House allowance	(1,925,000)
Committee recommendation	(1,990,000)

The St. Lawrence Seaway Development Corporation is a wholly owned Government corporation established by the act of May 13, 1954,

responsible for the development, operation, and maintenance of that part of the seaway between Montreal and Lake Erie, within the territorial limits of the United States. Under the provisions of subtitle II of the Government Corporation Control Act, the Corporation prepares a business-type budget which is submitted for consideration by Congress. Subject to a limitation on administrative expenses, the Congress authorizes the Corporation to make expenditures from available funds and borrowing authority, and to enter into contracts without regard to fiscal year limitations as are necessary to carry out the programs set forth in its budget.

The Corporation's operations program provides for operation of all facilities, for maintenance—including major items which are deferred to the nonnavigation season—and for planning and development activities. Under its replacements and improvements program, the Corporation undertakes various capital improvements to upgrade and modernize its facilities.

The Committee recommends a limitation of $1,990,000 on administrative expenses, which is $65,000 above the House allowance and the same as the budget request.

The House has included report language regarding the Corporation's use and accounting of official reception and representation funds. Because of concern that that language caused, a colloquy was entered into during House floor consideration of H.R. 5205, for the purpose of clarifying the intent of that language.

The Committee believes that this has established sufficient legislative history regarding the House Committee's intent. Activities which seek to develop trade and traffic for the seaway should be paid for through trade and traffic development funds.

In order that the Committee have a full listing of the Corporation's expenditures in this area, the Administrator shall provide the Committee with a detailed report of the Trade and Traffic Program expenditures on a calender year basis, with the first report to be submitted on January 1, 1987, covering the previous 12 month period.

Eisenhower Lock Repair

Appropriations, 1986	
Budget estimate, 1987	
House allowance	$2,000,000
Committee recommendation	

The Committee has not included funds for the Eisenhower lock repair, though it recognizes the need to complete in an expeditious manner the concrete repair at this lock which the Corporation started during the 1986 winter shutdown period.

RESEARCH AND SPECIAL PROGRAMS ADMINISTRATION

Research and Special Programs

Appropriations, 1986	$18,470,000
Budget estimate, 1987	20,024,000
House allowance	20,800,000
Committee recommendation	19,950,000

The Research and Special Programs Administration [RSPA] was established by the Secretary of Transportation's organizational changes dated July 20, 1977. It consolidated functions formerly assigned to the Assistant Secretaries for Environment, Safety, and Consumer Affairs; Systems Development and Technology and Administration; and includes the Transportation Safety Institute [TSI]. It also drew functions from the General Counsel and it absorbed the Transportation Systems Center [TSC] and the functions of the Materials Transportation Bureau [MTB].

The Research and Special Programs Administration serves as a research, analytical, and technical development arm of the Department for multimodal research and development, as well as special programs. Particular emphasis is given to pipeline safety and to transportation of hazardous cargo by all modes of transportation. Responsibilities of the administration are carried out under the following activities:

Operations.—This activity provides for central supervisory and management functions, including a management information system necessary for overall planning and direction of the administration. This activity also provides for management and execution of transportation programs involving passenger and cargo security, aviation data management, national emergency plans/preparedness and management of the Transportation Safety Institute. It also provides for hazardous materials and pipeline safety regulatory and enforcement programs.

Research and development.—This activity provides for research to support hazardous materials and pipeline safety regulatory and enforcement programs and to complement research programs of other operating administrations.

Grants.—This activity provides for grants-in-aid to State agencies of up to 50 percent of the actual costs for conducting natural gas and hazardous liquid pipeline safety programs as authorized by the Natural Gas Pipeline Safety Act of 1968 and the Hazardous Liquid Pipeline Safety Act of 1979.

The Committee recommends that $19,950,000 be appropriated for research and special programs. This amount is $74,000 less than the budget request and $850,000 less than the House allowance.

The recommendation compared to the House allowance and budget request is summarized below:

	Budget request	House allowance	Committee recommendations
Operations	$13,489,000	$13,535,000	$13,400,000
Research and development	2,055,000	2,265,000	2,050,000
Natural gas and hazardous liquid pipeline safety grants-in-aid	4,500,000	5,000,000	4,500,000
Positions:			
Administrator	5	5	5
Chief counsel	8	8	8
Program management and administration	15	15	15
Aviation information management	10	10	11
Emergency transportation	10	10	10
Hazardous materials	77	80	77
Pipeline safety	45	47	47
Transportation Systems Center		527	527
Total	170	702	700

The Committee recommendation funds the requested increase of 12 positions for the Office of Hazardous Materials, plus an additional position associated with continuation of the Essential Air Service Program, and the 2 additional pipeline safety positions included by the House in response to the Mounds View, MN, explosion. The bill also states that the grant program increase over fiscal year 1986 will support additional pipeline personnel.

In providing these additional resources over fiscal year 1986, the Committee expects significant progress be achieved in the hazardous materials area, especially in promulgation of HM-181, which addresses performance-oriented packaging standards. According to the task force, this rulemaking has slipped an additional 2 years from the 1986 completion date established in congressional testimony. The task force report also makes other recommendations for necessary improvements in the Hazardous Materials Program. The Administrator shall provide a report to the Committee in advance of next year's budget hearing on specific implementation of those recommendations.

The bill also includes requested language authorizing the appropriation to be credited with training fees.

PRIVATIZATION OF THE TRANSPORTATION SYSTEMS CENTER

The Committee recommends deletion of a general provision prohibiting the use of any funds, previously or subsequently appropriated, to plan or implement any change in the Federal status of the Transportation Systems Center. The Committee feels the House's permanent prohibition is unduly restrictive. The budget proposed privatization of the Transportation System Center by mid-fiscal year 1987. The Committee requires that such a proposal take the form of a reprogramming request to the Committees on Appropriations.

STATE GRANTS

The Committee recommends $4,500,000 for the State grant programs, which is $194,000 over fiscal year 1986, the same as the budget request, and $500,000 less than the House allowance. Testimony before the Committee indicated the administration intends to merge the natural gas and hazardous liquid grants-in-aid to States. This approach is permissible under Public Law 99–272, the Consolidated Omnibus Budget Reconciliation Act of 1986. The Committee, however, notes the Administrator's commitment that there be no diminution of grants for those States participating in the gas pipeline programs.

OFFICE OF INSPECTOR GENERAL

SALARIES AND EXPENSES

Appropriations, 1986	$26,413,000
Budget estimate, 1987	27,630,000
House allowance	27,770,000
Committee recommendation	27,000,000

The Inspector General Act of 1978 (Public Law 95–452), created an independent and objective organization to conduct and supervise audits and investigations designed to (1) promote economy, efficiency, and effectiveness, and prevent and detect fraud and abuse in departmental programs and operations; and (2) to provide a means of keeping the Secretary of Transportation and Congress fully and currently informed of problems and deficiencies in the administration of such programs and operations.

The headquarters audit operation is composed of program offices which correspond to organizations within the Department. Field offices are located in 7 of 10 standard Federal regions. There are also five regional investigative offices which are responsible for all investigations within their designated areas. Necessary audits of the Essential Air Service Program are also conducted.

The Committee recommends $27,000,000, which is $770,000 less than the House amount and $630,000 less than the budget request. The recommended level provides an increase over the adjusted fiscal year 1986 level to accommodate continuation of the Essential Air Service Program.

The House report directs the inspector general to conduct a full investigation of Amtrak's disciplinary and grievance process. The Committee has no objection to the DOT inspector general's conducting such an investigation. In conducting the study, the inspector general shall review Amtrak's management and training program for supervisors, Amtrak's disciplinary process, Labor Management Productivity Council, and the President's Employee Comment Program. The Committee expects Amtrak to continue to pursue allegations raised in the House report, and to cooperate fully with the inspector general.

TITLE II—RELATED AGENCIES

ARCHITECTURAL AND TRANSPORTATION BARRIERS COMPLIANCE BOARD

Salaries and Expenses

Appropriations, 1986	$1,890,000
Budget estimate, 1987	1,975,000
House allowance	1,975,000
Committee recommendation	1,890,000

The Architectural and Transportation Barriers Compliance Board was established by section 502 of the Rehabilitation Act of 1973 to ensure compliance with the Architectural Barriers Act of 1968. Its primary role is to effectuate a Compliance Program to ensure accessibility and usability of most Federal and federally funded buildings by all persons. The Board's functions include: (1) insure that public conveyances, including rolling stock, are readily accessible to, and usable by, physically handicapped persons; (2) investigate and examine alternative approaches to eliminate architectural, transportation, communication, and attitudinal barriers; (3) make recommendations and prepare policy reports to the President and Congress on measures to eliminate such barriers; (4) provide technical assistance to all programs affected by title V of the Rehabilitation Act with respect to overcoming architectural, transportation, and communication barriers; (5) establish minimum guidelines and requirements for the standards issued under the Architectural Barriers Act, as amended. The 22-member Board is composed of 11 public members appointed by the President and 11 Federal agency heads.

The bill includes $1,890,000 for the Board, which is $85,000 below the budget request and is $85,000 less than the House allowance.

The Committee concurs with the Board's increased commitment to research with a focus on projects that will directly contribute to completing the minimum guidelines and requirements for accessible design [MGRAD]. As no final rulemakings have been completed on reserved sections of the MGRAD, the Committee is encouraged that the Board has established the position of Director of Research and developed a schedule for completion of several reserved sections of the MGRAD, beginning with a final rule on detectable tactile surface treatments. To facilitate these efforts, the Committee directs that of the funds provided, $350,000 be used for necessary research. Any deviation from the level must be requested through a reprogramming letter sent to both the Senate and House Appropriations Committees. In addition, any deviation from the rulemaking schedule provided to the Committee with the 1987 budget request should be reported by letter to the same committees.

The Committee notes with interest that the National Institute of Handicapped Research [NIHR] was appropriated $39,000,000 in fiscal year 1986 for a variety of research activities related to the handicapped. Given the limited funding available to the Board for research, it seems appropriate to investigate the possibility of cooperative research through the NIHR as a means to expedite completion of reserved sections of the MGRAD. Therefore, the Committee directs the Board to conduct a study of the feasibility of such cooperative research, including an assessment of any statutory or administrative impediments. A report on the findings of this study shall be sent to the Senate and House Appropriations Committees by March 1, 1987.

The Committee does not concur with the House report language that directs the Board to study, within available funds, the costs to society for not providing specialized transportation services to the elderly and handicapped. The Committee has no objection to such a study and supports the House Committee's goal. The Committee, however, does not believe that the Board has sufficient resources to conduct such a study, and, therefore, directs that such a study be conducted using the discretionary planning funds available to the Office of the Administrator of the Urban Mass Transportation Administration.

NATIONAL TRANSPORTATION SAFETY BOARD

Salaries and Expenses

Appropriations, 1986	$21,341,000
Budget estimate, 1987	21,430,000
House allowance	22,240,000
Committee recommendation	22,240,000

The Independent Safety Board Act of 1974 established the National Transportation Safety Board as an independent Federal agency to promote transportation safety by conducting independent accident investigations. In addition the Act authorizes the Board to make safety recommendations, conduct safety studies, and oversee safety activities of other Government agencies involved in transportation. The Board has no regulatory authority. The Board's effectiveness depends on its reputation for publishing impartial and accurate accident reports, issuing viable safety recommendations, and on public demand for better transportation safety.

The Committee recommends $22,240,000 for the National Transportation Safety Board, which is $810,000 more than the budget request and the same as the House allowance.

The budget request, according to testimony, would support a 306-work-year level. The Committee recommendation and the House allowance will maintain the 324-workyear level at the Board. At this level the Committee expects the Board, at a minimum, to sustain fiscal year 1986 productivity levels. The Committee appreciates the extent to which special studies, in particular the runway incursion study, have been provided for Congress' use at the same time staff have been required to handle an unprecedented number of accident investigations.

The Committee notes the Board's use during fiscal year 1986 of $291,000 from its special emergency fund. The obligations were part of the Air India crash wreckage retrieval. The Committee is to be notified regarding future drawdowns so the fund can be replenished as appropriate.

INTERSTATE COMMERCE COMMISSION

SALARIES AND EXPENSES

Appropriations, 1986	$46,108,000
(By transfer)	(2,300,000)
Budget estimate, 1987	48,300,000
House allowance	47,900,000
(By transfer)	(53,000)
Committee recommendation	46,802,000
(By transfer)	(53,000)

The responsibilities of the Interstate Commerce Commission for regulation of the surface transportation industries are undergoing reexamination and redefinition. In 1980, Congress passed the Motor Carrier Act of 1980. The objectives of the act are to reduce regulatory barriers for those wishing to enter the motor carrier industry, provide greater rate flexibility, ensure protection of shippers' interests, and promote competition within the industry. Congress has also passed reform legislation for the railroad, bus, and household goods industries.

The bill includes an appropriation of $46,802,000 for the salaries and expenses of the Interstate Commerce Commission, which is $1,098,000 less than the House allowance and $1,498,000 less than the budget request.

Including the $53,000 transfer from the "Payments for directed rail service" account, the following is a summary of the Committee's recommendations:

Office	Fiscal year 1987 budget request	House allowance	Committee recommendations
Chairman	$550,700	$500,000	$500,000
Staff-years	7	7	7
Commissioners	$1,751,900	$1,700,000	$1,700,000
Staff-years	24	24	24
Satellite offices	$1,004,400	$1,090,000	$1,000,000
Staff-years	16	16	16
Secretary	$3,597,000	$3,590,000	$3,550,000
Staff-years	85	85	85
General Counsel	$1,836,000	$1,835,000	$1,810,000
Staff-years	27	27	27
Proceedings	$8,987,000	$8,980,000	$8,450,000
Staff-years	140	140	130
Hearings	$460,000	$460,000	$455,000
Staff-years	6	6	6
Special Counsel	$935,000	$936,000	$920,000
Staff-years	15	15	15
Transportation Analysis	$2,512,000	$2,480,000	$2,430,000
Staff-years	30	30	30

Office	Fiscal year 1987 budget request	House allowance	Committee recommendations
Accounts	$4,993,000	$4,828,000	$4,820,000
Staff-years	75	75	75
Traffic	$3,522,000	$3,520,000	$3,300,000
Staff-years	75	75	75
Compliance and Consumer Assistance	$13,415,000	$13,415,000	$13,300,000
Staff-years	218	218	218
Managing Director	$4,736,000	$4,620,000	$4,620,000
Staff-years	82	82	82
Total	$48,300,000	$47,953,000	$46,855,000
Staff-years	800	800	790

The Committee has provided in total budget resources $1,553,000 less than that available in fiscal year 1986 postsequester. This is in line with the Commission's total personnel staff-years being reduced from 846 in 1986 to 790 for fiscal year 1987. In addition, the Committee has not provided funds for new equipment that was the subject of the spring oversight/budget hearings.

The personnel reduction of 10 from the requested budget level was taken in the Office of Proceedings. When questioned about future budget requests for increased funds the Director of this office was quoted in the June 9, 1986, issue of Traffic World, "Not from me * * * We have enough, and will do with what we have. People do leave. We now have 130 people in the Office of Proceedings, down from 143 when I became Director in December."

The Committee directs, as it did in last year's budget, that the Commission use normal reprogramming procedures should it propose to deviate in any way from the staff-year allocations or by more than 5 percent from the funding allocations listed above.

Based on testimony by the General Accounting Office the Committee understands that approximately 16 staff-years are expended in the truck regulatory area for data collection, processing, and tabulation pursuant to the Commission's other regulatory responsibilites. The Committee expects that with the funds provided the Commission will continue to collect, process, and tabulate data, pending determination of Docket No. 38904, Elimination of Accounting and Reporting Requirements for Motor Carriers of Property. The Committee believes that excusing large carriers from existing reporting requirements obviates the need for the Commission to decide in this rulemaking and, therefore, such exemptions are discouraged.

Payments for Directed Rail Service

(LIMITATION ON OBLIGATIONS)

Limitations, 1986	($1,000,000)
Budget estimate, 1987	
House allowance	(1,000,000)
Committee recommendation	(1,000,000)

Under the provisions of 49 United States Code 11125, when a rail carrier is in such financial trouble that it becomes impossible to continue its operations, the Commission is empowered to direct and pay another carrier to move that carrier's traffic for a period of up to 60 days, which can be extended for an additional 180 days if cause exists. In certain cases, the Commission's use of this authority has not resulted in any cost to the Federal Government. However, there have been several instances where the use of this authority has resulted in a significant liability for payment to an operating carrier by the Federal Government.

The Committee provided an obligation limitation of $1,000,000 for fiscal year 1987, even though no additional directed rail service is anticipated for 1987. In the event that such authority needs to be exercised by the Commission, proper and timely notification to Congress is required. The limitation is the same as the House allowance.

The bill also includes language which transfers all unobligated balances from this account to ICC salaries and expenses. It is estimated that $53,000 will be transferred.

PANAMA CANAL COMMISSION

Operating Expenses

Appropriations, 1986	$401,372,000
Budget estimate, 1987	409,770,000
House allowance	409,770,000
Committee recommendation	410,000,000

The Panama Canal Commission is an agency of the executive branch of the U.S. Government, provided for by the Panama Canal Treaty of 1977, and established by the Panama Canal Act of 1979 (93 Stat. 452; 22 U.S.C. 3601 et seq.), enacted September 27, 1979. The authority of the President of the United States with respect to the Commission is exercised through the Secretary of Defense and the Secretary of the Army. The Commission is supervised by a nine-member Board; five members are nationals of the United States and four are Panamanians. Board members who are U.S. nationals are appointed with the advice and consent of the Senate.

The Commission was established to carry out the responsibilities of the United States with respect to the Panama Canal under the Panama Canal Treaty of 1977. In fulfilling these obligations, the Commission manages, operates, and maintains the Canal, its complementary works, installations, and equipment, and provides for the orderly transit of vessels through the Canal. The Commission will perform these functions

until the treaty terminates on December 31, 1999, when the Republic of Panama will assume full responsibility for the Canal.

Under the Panama Canal Act of 1979, the Commission is expected to be financially self-sufficient and to make payments to the Republic of Panama as specified in the Panama Canal Treaty of 1977. The amount recommended includes $78,030,000 in payments to Panama consisting of a net tonnage payment of $58,030,000, a fixed annuity of $10,000,000, and a payment for public services of $10,000,000. No funds have been included for payments to Panama under article XIII, paragraph 4(c). These amounts are to be paid out of appropriations only to the extent that Canal operating revenues exceed expenditures of the Commission. Since the Committee does not anticipate that revenues will, in fact, exceed expenditures, no funds are recommended for this purpose.

The bill includes $410,000,000 for the operating expenses of the Panama Canal Commission, which is $230,000 more than the budget request and the House allowance.

The Committee recommendations for reception and representation expenses are the same as the House allowance: $9,000 for the Board; $3,000 for the Secretary; and $24,000 for the Administrator. This provides the same total level as in fiscal year 1986, and is $7,000 less than the budget request. The Committee further instructs the Commission to cease using Commission funds for recreational memberships identified in the budget as cash grants to certain organizations.

Capital Outlay

Appropriations, 1986	$24,403,000
Budget estimate, 1987	27,480,000
House allowance	24,403,000
Committee recommendation	24,403,000

The Committee provides $24,403,000 for the Capital Outlay Program of the Commission. This amount is $3,077,000 less than the budget request and the same as the House allowance.

DEPARTMENT OF THE TREASURY

Office of the Secretary

INVESTMENT IN FUND ANTICIPATION NOTES

The Committee includes an appropriation of $4,000,000 for purchase of fund anticipation notes issued by the Secretary of Transportation.

U.S. RAILWAY ASSOCIATION

ADMINISTRATIVE EXPENSES

Appropriations, 1986	$2,297,000
Budget estimate, 1987	
House allowance	2,297,000
Committee recommendation	2,200,000

The U.S. Railway Association [USRA] was established in 1974 to restructure the bankrupt railroads of the Northeast. The Association developed a plan which resulted in the creation of the Consolidated Rail Corporation (Conrail) on April 1, 1976, bringing together the rail properties of the seven bankrupts into a single system. Since that time, USRA has served as Conrail's banker and has monitored the Corporation's progress toward self-sufficiency for the Congress. The Association has also had primary responsibility for defending the Government's interest in the litigation over the value of the rail properties transfered to Conrail from the bankrupt estates.

The Committee recommends an appropriation of $2,200,000. This funding level is $97,000 less than the House allowance, and $2,200,000 more than the administration request. Given the uncertainty surrounding the consummation of a Conrail sale during fiscal year 1987, it is clear that the USRA should be retained as the independent entity with the expertise to monitor Conrail's operations and evaluate sale alternatives.

The Committee will continue to monitor the mission and funding needs of the USRA as the Conrail sale process progresses.

WASHINGTON METROPOLITAN AREA TRANSIT AUTHORITY

INTEREST PAYMENTS

Appropriations, 1986	$51,663,569
Budget estimate, 1987	51,663,569
House allowance	51,663,569
Committee recommendation	51,663,569

The full budget request of $51,663,569 for the Federal share of the interest payments on the bonded indebtedness of the Washington Metropolitan Area Transit Authority is recommended. This is the same as the House allowance and the budget request.

The bond repayment agreement between the Department of Transportation and the Authority establishes an overall two-thirds Federal and one-third local cost sharing arrangement. However, for the interest payments due on July 1, 1979 through July 1, 1982 the Federal Government was authorized to fund up to 85 percent of the cost. To the extent the Authority has utilized these additional Federal funds (up to 85 percent), repayment will be required no later than January 1993. Funding for the construction of the rail system is mentioned earlier in this report under the appropriation for the Urban Mass Transportation Administration.

TITLE III—GENERAL PROVISIONS

The Committee concurs with the general provisions that apply to the Department and agencies funded through this legislation in fiscal year 1987 as approved by the House in H.R. 5205, with the following deletions or changes:

CHANGES TO SELECTED HOUSE GENERAL PROVISIONS

Section 311. Delete provision perpetually prohibiting change to Transportation System Center, and study of Highway Research Center.
Section 313(e). Delete reference to authorizing legislation.
Section 315. Allow sufficient funds for advisory committees.
Section 319. Delete Linden, NJ, airport release.
Section 321. Add requirement to study post-1988 essential air service needs.
Section 323. Delete Philadelphia earmark.
Section 324. Delete provision on maxicube vehicles.
Section 325. Delete San Francisco construction study.
Section 327. Reiterate Senate position on transit privatization.
Section 328. Continue current law on Verrazano Bridge.
Section 329. Delete South Africa sanction provision.
Section 330. Delete South Africa sanction provision.
Section 324. New provision. Clarifying availability of research grants.
Section 325. New provision. Allow transit construction oversight.

COMPLIANCE WITH PARAGRAPH 7, RULE XVI, OF THE STANDING RULES OF THE SENATE

Paragraph 7 of Rule XVI requires that Committee reports on general appropriations bills identify each Committee amendment to the House bill "which proposes an item of appropriation which is not made to carry out the provisions of an existing law, a treaty stipulation, or an act or resolution previously passed by the Senate during that session."

The Committee recommends, in its amendments to H.R. 5205, appropriations for the Coast Guard; certain highway programs; certain programs of the Federal Railroad Administration, the Urban Mass Transportation Administration, and the Research and Special Programs Administration; and the National Transportation Safety Board for which authorizations have not yet passed the Senate this session, or which lack an enacted authorization.

COMPLIANCE WITH PARAGRAPH 12, RULE XXVI OF THE STANDING RULES OF THE SENATE

Paragraph 12 of Rule XXVI requires that Committee reports on a bill or joint resolution repealing or amending any statute or part of any statute include "(a) the text of the statute or part thereof which is proposed to be repealed; and (b) a comparative print of that part of the bill or joint resolution making the amendment and of the statute or part thereof proposed to be amended, showing by stricken-through type and italics, parallel columns, or other appropriate typographical devices the omissions and insertions which would be made by the bill or joint resolution if enacted in the form recommended by the committee."

In compliance with this rule, the following changes in existing law proposed to be made by the bill are shown as follows: existing law to be omitted is enclosed in black brackets; new matter is printed in italic; and existing law in which no change is proposed is shown in roman.

Section 5532(f)(2) of title V, United States Code, is amended as follows:

> (2) The provisions of paragraph (1) of this subsection shall be in effect for any period ending not later than [December 31, 1986] *December 31, 1987*, during which the Administrator, Federal Aviation Administration, or the Secretary of Defense determines that there is an unusual shortage of air traffic controllers performing duties under the adminstrative authority of such Administrator or such Secretary, respectively.

Section 8344(h) of title V, United States Code, is amended as follows:

> (2) Paragraph (1) of this subsection shall apply only in the case of any annuitant receiving an annuity from the Fund who, before [April 1, 1985] *April 1, 1986*, applied for retirement or separated from the service while being entitled to an annuity under this chapter.

BUDGETARY IMPACT OF BILL

PREPARED BY THE CONGRESSIONAL BUDGET OFFICE PURSUANT TO SEC. 308(a), PUBLIC LAW 93-344, AS AMENDED

[In millions of dollars]

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1987: Subcommittee on Transportation and Related Agencies	10.6	10,198	26.9	[1] 26,887
Projections of outlays associated with budget authority recommended in the bill:				
1987				[2] 9,275
1988				8,900
1989				3,175
1990				1,460
1991 and future year				2,606
Financial assistance to State and local governments for 1987 in the bill		2,521		824
	Direct loans		Loan guarantees	
Credit authority estimates, fiscal year 1987	0.1	58		

[1] Includes outlays from prior-year budget authority; adjusted to conform with Committee estimates in allocations.

[2] Excludes outlays from prior-year budget authority.

ADDITIONAL VIEWS OF SENATOR FRANK R. LAUTENBERG

The Committee has adopted a provision which permits the Federal Aviation Administration to rehire air traffic controllers dismissed from the FAA in 1981. I have long supported the selective rehiring of fired air traffic controllers. It is my hope that the opportunity presented by the Committee will be seized upon by the administration.

In my judgment, the pace of rebuilding the air traffic control system is inadequate. The confusing calculation of controller work force and experience level presented to the Congress by the FAA is dismaying. It is time we spoke frankly about this issue not as a labor problem, but as a safety problem. It is time that the FAA made use of a valuable, experienced pool of controllers.

The Committee has directed the FAA to reach a work force level goal of 15,000 controllers by the end of fiscal year 1987. That is a worthwhile goal. However, we should not delude ourselves that the establishment of such a goal will greatly impact a serious experience drain in the controller work force. The shortage of full performance level controllers at key en route centers across the country is acute. Retirement of the most experienced controllers is likely to exasperate the failure of the FAA to deal with morale problems caused by excessive stress and by changes in the Tax Code. The FAA is not presently ready to deal with this accelerated experience drain.

By incorporating this provision on rehiring, the Committee has come a considerable distance on a controversial subject. The provision of rehiring in this bill clearly expresses the Committee's frustration with the FAA's effort to date.

I believe the FAA should move actively to take advantage of the pool of talent and experience represented by former FAA controllers. The strikers have been punished and so has the traveling public. The time is here for safety. Before us lies a razor thin margin of aviation safety. It is our job to protect our citizens from the next air disaster before it happens.

FRANK R. LAUTENBERG.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1986 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1987

[Amounts in dollars]

Item	1986 adjusted	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1986 adjusted	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
TITLE I - DEPARTMENT OF TRANSPORTATION							
Office of the Secretary							
Salaries and expenses	49,094,000	56,540,000	49,094,000	51,000,000	+1,906,000	-5,540,000	+1,906,000
Transportation planning, research, and development	3,349,000	---	3,349,000	3,349,000	---	+3,349,000	---
(By transfer)	---	---	---	(1,300,000)	(+1,300,000)	(+1,300,000)	(+1,300,000)
(Limitation on working capital fund)	(64,500,000)	(69,640,000)	(64,500,000)	(66,500,000)	(+2,000,000)	(-3,140,000)	(+2,000,000)
Payments to air carriers	26,796,000	---	21,000,000	30,000,000	+3,204,000	+30,000,000	+9,000,000
Total, Office of the Secretary	79,239,000	56,540,000	73,443,000	84,349,000	+5,110,000	+27,809,000	+10,906,000
Coast Guard							
Operating expenses	1,606,894,000	1,862,800,000	1,849,800,000	1,830,000,000	+223,106,000	-32,800,000	-19,800,000
(By transfer)	(20,400,000)	---	---	---	(-20,400,000)	---	---
Acquisition, construction, and improvements	207,956,000	77,100,000	101,850,000	251,700,000	+43,744,000	+174,600,000	+149,850,000
(By transfer)	(21,250,000)	---	---	---	(-21,250,000)	---	---
Rescission	---	---	---	-32,500,000	-32,500,000	-32,500,000	-32,500,000
Alteration of bridges	4,976,000	---	---	---	-4,976,000	---	---
Retired pay	341,489,000	364,000,000	364,000,000	364,000,000	+22,511,000	---	---
Reserve training	58,857,000	65,200,000	58,857,000	65,000,000	+6,143,000	-200,000	+6,143,000
(By transfer)	---	---	(5,000,000)	---	---	---	(-5,000,000)
Research, development, test, and evaluation	20,097,000	20,500,000	20,100,000	20,000,000	-97,000	-500,000	-100,000
Offshore oil pollution compensation fund	957,000	1,000,000	1,000,000	1,000,000	+43,000	---	---
(Limitation on obligations)	(57,420,000)	(60,000,000)	(60,000,000)	(60,000,000)	(+2,580,000)	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1986 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1987—Continued

[Amounts in dollars]

Item	1986 adjusted	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1986 adjusted	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Deepwater port liability fund	957,000	1,000,000	1,000,000	1,000,000	+43,000	---	---
(Limitation on obligations)	(47,850,000)	(50,000,000)	(50,000,000)	(50,000,000)	(+2,150,000)	---	---
Boat safety:							
(Liquidation of contract authorization)	(30,000,000)	(15,000,000)	(15,000,000)	(30,000,000)	---	(+15,000,000)	(+15,000,000)
(Limitation on obligations)	(28,710,000)	(15,000,000)	(15,000,000)	(30,000,000)	(+1,290,000)	(+15,000,000)	(+15,000,000)
Total, Coast Guard	2,242,183,000	2,391,600,000	2,396,607,000	2,500,200,000	+258,017,000	+108,600,000	+103,593,000
Federal Aviation Administration							
Headquarters administration	61,631,000	34,713,000	34,500,000	34,500,000	-27,131,000	-413,000	---
Operations	2,658,732,000	2,764,867,000	2,797,447,000	2,769,300,000	+110,568,000	+4,433,000	-28,147,000
(By transfer)	(4,250,000)	---	---	---	(-4,250,000)	---	---
Subtotal, Operations and headquarters administration	2,720,363,000	2,799,780,000	2,831,947,000	2,803,800,000	+83,437,000	+4,020,000	-28,147,000
Facilities and equipment (Airport and Airway Trust Fund)	950,301,000	825,000,000	828,000,000	772,684,000	-177,617,000	-52,316,000	-55,316,000
(By transfer)	---	---	(1,914,000)	(1,914,000)	(+1,914,000)	(+1,914,000)	---
Research, engineering and development (Airport and Airway Trust Fund)	181,830,000	134,500,000	141,700,000	142,000,000	-39,830,000	+7,500,000	+300,000
(By transfer)	(87,220,000)	---	---	---	(-87,220,000)	---	---
Grants-in-aid for airports:							
(Liquidation of contract authorization) (Airport and Airway Trust Fund)	(693,000,000)	(800,000,000)	(800,000,000)	(860,000,000)	(+167,000,000)	(+60,000,000)	(+60,000,000)

(Limitation on obligations)	(885,225,000)	(712,500,000)	(1,017,200,000)	(1,000,000,000)	(+114,775,000)	(+287,500,000)	(-17,200,000)
(Rescission)	---	---	-50,000,000	---	---	---	+50,000,000
Operation and maintenance, Metropolitan Washington Airports	32,634,000	34,600,000	35,000,000	35,000,000	+2,366,000	+400,000	---
Construction, Metropolitan Washington Airports	6,699,000	7,000,000	50,000,000	7,000,000	+301,000	---	-43,000,000
Aircraft purchase loan guarantee program (borrowing authority)	(75,000,000)	(125,000,000)	(75,000,000)	(75,000,000)	---	(-50,000,000)	---
Aircraft purchase loan guarantee program	---	---	---	14,816,000	+14,816,000	+14,816,000	+14,816,000
Portion applied to debt reduction	---	---	---	-13,516,000	-13,516,000	-13,516,000	-13,516,000
Total, Federal Aviation Administration	3,891,827,000	3,800,880,000	3,836,647,000	3,761,794,000	-130,043,000	-39,096,000	-74,863,000
Federal Highway Administration							
(Limitation on general operating expenses)	(194,999,000)	(206,191,000)	(202,750,000)	(204,660,000)	(+9,661,000)	(-1,531,000)	(+1,910,000)
Highway safety research and development	8,134,000	7,000,000	7,000,000	7,000,000	-1,134,000	---	---
Highway-related safety grants:							
(Liquidation of contract authorization) (Highway Trust Fund)	(9,000,000)	(12,000,000)	(12,000,000)	(12,000,000)	(+3,000,000)	---	---
(Limitation on obligations)	(9,570,000)	(10,000,000)	(10,000,000)	(10,000,000)	(+430,000)	---	---
Railroad-highway crossings demonstration projects	15,312,000	---	23,500,000	---	-15,312,000	---	-23,500,000
Federal-aid highways:							
(Liquidation of contract authorization) (Highway Trust Fund)	(13,836,000,000)	(13,036,000,000)	(13,036,000,000)	(13,130,000,000)	(-706,000,000)	(+94,000,000)	(+94,000,000)
(Limitation on obligations)	(13,125,000,000)	(12,420,000,000)	(13,125,000,000)	(13,000,000,000)	(-125,000,000)	(+580,000,000)	(-125,000,000)
Right-of-way Revolving Fund (limitation on direct loans) (Highway Trust Fund)	(47,850,000)	(50,000,000)	(47,850,000)	(47,850,000)	---	(-2,150,000)	---
Motor carrier safety	13,302,000	19,515,000	20,447,000	19,515,000	+6,213,000	---	-932,000
Motor carrier safety grants	16,269,000	---	---	20,000,000	+3,731,000	+20,000,000	+20,000,000
(Limitation on obligations)	---	---	(50,000,000)	---	---	---	(-50,000,000)
(Liquidation of contract authorization) (Highway Trust Fund)	---	---	(18,000,000)	---	---	---	(-18,000,000)
Access highways to public recreation areas on certain lakes	4,785,000	---	---	10,000,000	+5,215,000	+10,000,000	+10,000,000
(By transfer)	(5,000,000)	---	---	---	(-5,000,000)	---	---
Baltimore-Washington Parkway (Highway Trust Fund)	2,871,000	---	9,000,000	---	-2,871,000	---	-9,000,000
Waste isolation pilot project roads	6,699,000	---	---	10,000,000	+3,301,000	+10,000,000	+10,000,000
Rail Line Consolidation project (by transfer)	(4,000,000)	---	---	---	(-4,000,000)	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1986 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1987—Continued

[Amounts in dollars]

Item	1986 adjusted	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1986 adjusted	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Airport-Highway Demonstration Project	---	---	1,887,000	---	---	---	-1,887,000
(By transfer)	(1,350,000)	---	---	---	(-1,350,000)	---	---
Expressway gap closing project	8,613,000	---	13,900,000	---	-8,613,000	---	-13,900,000
Intermodal Urban Demonstration Project (Highway Trust Fund)	---	---	11,000,000	---	---	---	-11,000,000
Highway Safety and Economic Development Demonstration projects (Highway Trust Fund)	---	---	10,000,000	---	---	---	-10,000,000
Airport Access Demonstration Project (Highway Trust Fund)	---	---	4,000,000	---	---	---	-4,000,000
Highway Safety Improvement Demonstration Project (Highway Trust Fund)	---	---	7,000,000	---	---	---	-7,000,000
Highway-Railroad Grade Crossing Safety Demonstration Project (Highway Trust Fund)	---	---	3,000,000	---	---	---	-3,000,000
Nuclear Waste Transportation Safety Demonstration Project (Highway Trust Fund)	---	---	4,000,000	---	---	---	-4,000,000
Theodore Roosevelt Bridge Capacity Improvements (Highway Trust Fund)	---	---	1,500,000	---	---	---	-1,500,000
Airport Access Highway Demonstration Project (Highway Trust Fund)	---	---	5,000,000	---	---	---	-5,000,000
Total, Federal Highway Administration	75,985,000	26,515,000	121,234,000	68,515,000	-9,470,000	+40,000,000	-54,719,000
National Highway Traffic Safety Administration							
Operations and research	80,246,000	83,930,000	93,600,000	81,448,000	+1,202,000	-2,482,000	-12,152,000
(By transfer)	(5,500,000)	---	(2,000,000)	(5,000,000)	(-500,000)	(+5,000,000)	(+3,000,000)

Highway traffic safety grants:							
(Liquidation of contract authorization)							
(Trust Fund)	(149,000,000)	(118,000,000)	(122,000,000)	(127,000,000)	(-22,000,000)	(+9,000,000)	(+5,000,000)
State and community highway safety (limitation on obligations)	(121,060,000)	(110,000,000)	(121,060,000)	(121,060,000)	---	(+11,060,000)	---
Alcohol safety incentive grants (limitation on obligations)	(27,562,000)	(17,900,000)	(14,400,000)	(17,900,000)	(-9,662,000)	---	(+3,500,000)
(Rescission)	---	---	-5,000,000	---	---	---	+5,000,000
Total, National Highway Traffic Safety Administration	80,246,000	83,930,000	88,600,000	81,448,000	+1,202,000	-2,482,000	-7,152,000
Federal Railroad Administration							
Office of the Administrator	9,685,000	10,958,000	23,250,000	18,935,000	+9,250,000	+7,977,000	-4,315,000
(By transfer)	---	(5,875,000)	(3,500,000)	(8,065,000)	(+8,065,000)	(+2,190,000)	(+4,565,000)
Railroad safety	26,570,000	35,819,000	25,700,000	28,424,000	+1,854,000	-7,395,000	+2,724,000
Railroad research and development	10,144,000	---	9,800,000	9,581,000	-563,000	+9,581,000	-219,000
Rail service assistance	19,331,000	---	---	---	-19,331,000	---	---
Northeast corridor improvement program	11,962,000	---	16,962,000	11,962,000	---	+11,962,000	-5,000,000
Grants to the National Railroad Passenger Corporation	562,237,000	---	602,000,000	591,000,000	+28,763,000	+591,000,000	-11,000,000
(By transfer)	(28,500,000)	---	(11,000,000)	---	(-28,500,000)	---	(-11,000,000)
Railroad Rehabilitation and Improvement Financing Funds (limitation on new loan guarantees)	(3,828,000)	---	---	---	(-3,828,000)	---	---
Redeemable preference shares	32,059,000	---	9,000,000	4,000,000	-28,059,000	+4,000,000	-5,000,000
Conrail commuter transition assistance	---	---	5,000,000	---	---	---	-5,000,000
(By transfer)	(5,000,000)	---	---	---	(-5,000,000)	---	---
Total, Federal Railroad Administration	671,988,000	46,777,000	691,712,000	663,902,000	-8,086,000	+617,125,000	-27,810,000
Urban Mass Transportation Administration							
Administrative expenses	28,710,000	---	31,000,000	31,000,000	+2,290,000	+31,000,000	---
Research, training, and human resources	16,652,000	---	17,600,000	17,400,000	+748,000	+17,400,000	-200,000
Formula grants	2,057,550,000	---	2,000,000,000	2,000,000,000	-57,550,000	+2,000,000,000	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1986 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1987—Continued

[Amounts in dollars]

Item	1986 adjusted	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1986 adjusted	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Transportation block grants - transit:							
(Limitation of obligations)	---	(1,220,000,000)	---	---	---	(-1,220,000,000)	---
(Liquidation of contract authorization)	---	(264,625,000)	---	---	---	(-264,625,000)	---
Discretionary grants:							
(Limitation on obligations)	(1,000,543,000)	---	(1,015,000,000)	(990,000,000)	(-10,543,000)	(+990,000,000)	(-25,000,000)
(Liquidation of contract authorization)	(775,000,000)	(950,000,000)	(950,000,000)	(1,100,000,000)	(+325,000,000)	(+150,000,000)	(+150,000,000)
Interstate transfer grants-transit	191,400,000	---	200,000,000	200,000,000	+8,600,000	+200,000,000	---
(By transfer)	(18,750,000)	---	---	---	(-18,750,000)	---	---
Washington Metro	217,239,000	---	217,239,000	185,000,000	-32,239,000	+185,000,000	-32,239,000
Total, Urban Mass Transportation Administration	2,511,351,000	---	2,465,839,000	2,433,400,000	-78,151,000	+2,433,400,000	-32,439,000
Saint Lawrence Seaway Development Corporation							
Eisenhower Lock Repair	---	---	2,000,000	---	---	---	-2,000,000
(Limitation on administrative expenses)	(1,834,000)	(1,990,000)	(1,925,000)	(1,990,000)	(+156,000)	---	(+65,000)
Research and Special Programs Administration							
Research and special programs	18,470,000	20,024,000	20,800,000	19,950,000	+1,480,000	-74,000	-850,000
Office of the Inspector General							
Salaries and expenses	26,413,000	27,630,000	27,770,000	27,000,000	+587,000	-630,000	-770,000

Total, title I, Department of Transportation:							
New budget (obligational) authority (net)	9,597,902,000	6,453,896,000	9,724,652,000	9,638,548,000	+40,646,000	+3,184,652,000	-86,104,000
Appropriations	(9,597,902,000)	(6,453,896,000)	(9,779,652,000)	(9,684,564,000)	(+86,662,000)	(+3,230,668,000)	(-95,088,000)
(Recission)	---	---	(-55,000,000)	(-32,500,000)	(-32,500,000)	(-32,500,000)	(+22,500,000)
(By transfer)	(201,220,000)	(5,875,000)	(23,414,000)	(16,279,000)	(-184,941,000)	(+10,404,000)	(-7,135,000)
(Limitations on general operating and administrative expenses)	(196,833,000)	(208,181,000)	(204,675,000)	(206,650,000)	(+9,817,000)	(-1,531,000)	(+1,975,000)
(Limitations on obligations)	(15,302,940,000)	(14,615,400,000)	(15,477,660,000)	(15,278,960,000)	(-23,980,000)	(+663,560,000)	(-198,700,000)
(Limitations on direct loans)	(47,850,000)	(50,000,000)	(47,850,000)	(47,850,000)	---	(-2,150,000)	---
(Limitations on new loan guarantees)	(3,828,000)	---	---	---	(-3,828,000)	---	---
(Limitation on working capital fund)	(64,500,000)	(69,640,000)	(64,500,000)	(66,500,000)	(+2,000,000)	(-3,140,000)	(+2,000,000)
(Liquidation of contract authorization)	(15,492,000,000)	(15,195,625,000)	(14,953,000,000)	(15,259,000,000)	(-233,000,000)	(+63,375,000)	(+306,000,000)
(Borrowing authority)	(75,000,000)	(125,000,000)	(75,000,000)	(75,000,000)	---	(-50,000,000)	---
TITLE II - RELATED AGENCIES							
Architectural and Transportation Barriers Compliance Board							
Salaries and expenses	1,890,000	1,975,000	1,975,000	1,890,000	---	-85,000	-85,000
National Transportation Safety Board							
Salaries and expenses	21,341,000	21,430,000	22,240,000	22,240,000	+899,000	+810,000	---
Interstate Commerce Commission							
Salaries and expenses	46,108,000	48,300,000	47,900,000	46,802,000	+694,000	-1,498,000	-1,098,000
(By transfer)	(2,300,000)	---	(53,000)	(53,000)	(-2,247,000)	(+53,000)	---
Payments for directed rail service (limitation on obligations)	(1,000,000)	---	(1,000,000)	(1,000,000)	---	(+1,000,000)	---
Panama Canal Commission							
Operating expenses	401,372,000	409,770,000	409,770,000	410,000,000	+8,628,000	+230,000	+230,000
Capital outlay	24,403,000	27,480,000	24,403,000	24,403,000	---	-3,077,000	---
Total, Panama Canal Commission	425,775,000	437,250,000	434,173,000	434,403,000	+8,628,000	-2,847,000	+230,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1986 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1987—Continued

[Amounts in dollars]

Item	1986 adjusted	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1986 adjusted	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
United States Railway Association							
Administrative expenses	2,297,000	---	2,297,000	2,200,000	-97,000	+2,200,000	-97,000
Washington Metropolitan Area Transit Authority							
Interest payments	51,663,569	51,663,569	51,663,569	51,663,569	---	---	---
Total, title II, related agencies:							
New budget (obligational) authority	549,074,569	560,618,569	560,248,569	559,198,569	+10,124,000	-1,420,000	-1,050,000
(Limitation on obligations)	(1,000,000)	---	(1,000,000)	(1,000,000)	---	(+1,000,000)	---
RECAPITULATION							
Grand total:							
New budget (obligational) authority (net)	10,146,976,569	7,014,514,569	10,284,900,569	10,197,746,569	+50,770,000	+3,183,232,000	-87,154,000
(Rescission)	---	---	(-55,000,000)	(-32,500,000)	(-32,500,000)	(-32,500,000)	(+22,500,000)
Appropriations	(10,146,976,569)	(7,014,514,569)	(10,339,900,569)	(10,243,762,569)	(+96,786,000)	(+3,229,248,000)	(-96,138,000)
(By transfer)	(203,520,000)	(5,875,000)	(23,467,000)	(16,332,000)	(-187,188,000)	(+10,457,000)	(-7,135,000)
(Limitations on general operating and administrative expenses)	(196,833,000)	(208,181,000)	(204,675,000)	(206,650,000)	(+9,817,000)	(-1,531,000)	(+1,975,000)
(Limitations on obligations)	(15,303,940,000)	(14,615,400,000)	(15,478,660,000)	(15,279,960,000)	(-23,980,000)	(+664,560,000)	(-198,700,000)
(Limitations on direct loans)	(47,850,000)	(50,000,000)	(47,850,000)	(47,850,000)	---	(-2,150,000)	---
(Limitations on new loan guarantees)	(3,828,000)	---	---	---	(-3,828,000)	---	---
(Limitation on working capital fund)	(64,500,000)	(69,640,000)	(64,500,000)	(66,500,000)	(+2,000,000)	(-3,140,000)	(+2,000,000)

Memoranda:							
(Appropriations to liquidate contract authorizations)	(15,492,000,000)	(15,195,625,000)	(14,953,000,000)	(15,259,000,000)	(-233,000,000)	(+63,375,000)	(+306,000,000)
Total, appropriations including appropriations to liquidate contract authorization	(25,638,976,569)	(22,210,139,569)	(25,237,900,569)	(25,456,746,569)	(-182,230,000)	(+3,246,607,000)	(+218,846,000)
Total, New budget (obligational) authority and limitation on obligations	25,450,916,569	21,629,914,569	25,763,560,569	25,477,706,569	+26,790,000	+3,847,792,000	-285,854,000